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REPORT SUBMITTED TO THE ROYAL COMMISSION

ON THE STATUS OF WOMEN

(April 8, 1968)

by: Alice Parizeau







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## INTRODUCTION -

Today, in a modern society witnessing the crumbling of traditional family structures, for reasons both economic and social, children must be protected and parents helped to fulfill their responsibilities.

In Canada, social legislation has been enacted to protect, either permanently or temporarily, those citizens who cannot provide for themselves; however, to date, no protection for pre-school children has been guaranteed by either the federal or provincial authorities.

It is generally recognized in Canada that the number of mothers with positions or jobs outside the home is increasing. So far, however, the government has taken no action to help them in their dual role.

### I- PROTECTION OF CHILDREN -

a) Family allowances do not protect the child at all, and Canadian society can be of no real assistance until the child has attained the age of compulsory education. However, according to some psychologists and teachers, the training which a child receives during his pre-school years is the most important in his life and is often, if not always, completely irreversible.

b) Protection, other than financial, offered to disadvantaged children by the government is practically nonexistent in all of Canada.

c) The protection extended to underprivileged children





is generally illusory and inevitably inadequate since, in most cases, the courts cannot intervene until the child has already been marked, either emotionally or intellectually, to some degree.

## II - ASSISTANCE TO FAMILIES -

The government can act in two ways:

1) It can pay the mother a salary to remain at home and take care of her child, in order to protect the child and to discourage the mother from seeking employment outside home.

It is worth noting, however, that in France, the only Western country which offers this type of assistance, under the name of "single salary allowance", the system for the care and upbringing of pre-school children from all levels of society is one of the oldest and most developed in the Western world.

2) It can enact labour legislation offering parents of pre-school children special working hours so that, individually and together, they may concern themselves with the care and education of their children.

A proposal for this type of legislation has already been drawn up in Sweden, but it has not yet been proven economically sound and acceptable. It is interesting to note that, according to Swedish social thinking, aid should be provided not only to the mother, but to both the husband and wife. It is felt that the <sup>responsibility</sup> for children should be assumed equally and fairly by both parents.





Nevertheless, Sweden provides for the care and upbringing of pre-school children through a system that is organized, subsidized and controlled by the government. This system is developing rapidly and will most certainly continue to do so in the future.

### III - PROTECTION OF PRE-SCHOOL CHILDREN AND ASSISTANCE TO PARENTS -

Thus far, it appears that the only system capable of fulfilling this dual role is to be found in the organization of a planned and structured group of institutions intended to care for children all day every working day, without discrimination as to the race, creed or financial status of the parents. With these objectives in view, i.e. the protection of children and assistance to parents, we have studied the pre-school educational and child care systems as they are applied in Great Britain, Denmark, Sweden and France. It is on this basis that we have prepared the following report.

The choice of these four countries may be explained by the fact that two of them, Great Britain and France, are linked to us by cultural ties, and that the other two, Sweden and Denmark, are considered particularly advanced in the field of social legislation.

The final Report is based upon research work carried out during a twenty-day trip to the four countries mentioned (five days in each country) and also upon the printed material for which the reader will find a bibliography in Appendix 2 of this Report.



It should be pointed out that the compilation of these facts and figures had to be done in an extremely short period of time and would have been impossible without the diligent and efficient co-operation of the representatives of various departments and medical and educational authorities whose names appear at the end of this Report.

7- THE REPORT IS COMPOSED OF THREE PARTS:

I - PRE-SCHOOL SYSTEM BASED ON THE INITIATIVE OF CIVIC-MINDED GROUPS WITH GOVERNMENT ASSISTANCE.

a) Great Britain:

Philosophy: Protection and training of children plus social assistance.

b) Denmark:

Philosophy: Protection of children plus social assistance.

II - PRE-SCHOOL SYSTEM ORGANIZED AND CONTROLLED BY THE GOVERNMENT.

a) Sweden:

Philosophy: Protection of children and assistance to parents, in conformity with the new concept of joint parental responsibility.





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b) France:

Philosophy: Educational and social.

III - GENERAL ASSESSMENT WITH SPECIFIC RECOMMENDATIONS.



THE FIRST TWO PARTS INCLUDE THE FOLLOWING SECTIONS :

A. - PRESENT PRE-SCHOOL SYSTEM

- 1.- Historical development.
- 2.- Present social and economic basis.

B. - NUMBER AND TYPES OF INSTITUTIONS AVAILABLE.

- 1.- Financing and administration.
- 2.- Physical lay-out of facilities.
- 3.- Children's activities.

C. - STAFF.

- 1.- Training.
- 2.- Role.

D. - INDIVIDUAL EXAMPLES AND ASSESSMENT OF THE SYSTEM.

- 1.- Visits to various institutions.
- 2.- Interviews with teachers, psychologists and doctors.
- 3.- Interviews with parents.
- 4.- Personal observations.

THE THIRD PART INCLUDES THE FOLLOWING SECTIONS :

- 1.- Comparison of existing systems in the four countries visited.
- 2.- Specific recommendations.

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TECHNICAL REMARKS -

1) Pre-school establishments vary from one country to the next, but they are often designated by similar or even identical names. So that the Commissioners may recognize them, we have been obliged to use descriptive names and to insert between parentheses the name of the establishment in the language of the country concerned.

2) Pre-school establishments are generally divided into two groups. The first is for children under the age of two and the second is for children from two to the age of compulsory education, which varies from country to country. However, in some countries an attempt is presently being made to organize integrated establishments which would meet the needs of both groups. In order to clarify matters, we have given the ages of the children between parentheses.

3) Certain details concerning the economic situation or the compulsory education system in the country under discussion might at first appear superfluous, since the Report's main concern is pre-school education and training; however, we believe that these details are essential for an understanding of social and educational philosophy in the countries being discussed.

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PART ONE





(XV

PRE-SCHOOL SYSTEM BASED ON THE INITIATIVE OF  
CIVIC-MINDED GROUPS WITH GOVERNMENT ASSISTANCE.

G R E A T      B R I T A I N

PHILOSOPHY: Protection and training of children  
plus social assistance.



## HISTORICAL DEVELOPMENT OF THE BRITISH SYSTEM

In Britain, the system works primarily through non-profit-oriented private initiative and is based on the proverbial British sense of civic duty.

The earliest provision for elementary education was in parish and 'dame' schools. By the late eighteenth century there was a fairly wide network of charity schools, mainly established through the Society for Promoting Christian Knowledge. Then, as a result of the social and economic changes generated by the Industrial Revolution, the exploitation of young children and the enormous growth in population, voluntary provision for elementary education was greatly extended - the Sunday Schools (for children at work during the week) were among the first to try to provide facilities on a national scale. They were followed at the beginning of the nineteenth century by the monitorial schools of the National Society (as it was usually known: its full title was the National Society for Promoting the Education of the Poor in the Principles of the Church of England) and the non-denominational British and Foreign School Society. In these schools the headmaster was in sole charge and taught only the monitors, who passed on the instruction they had received to groups of pupils. Their educational methods were associated with the names of Bell and Lancaster.





The first government grants for education were made in 1833, but the Elementary Education Act was passed in 1870, three years after the Second Reform Act gave the vote to working-class people in towns. For the first time, it empowered the government itself to provide educational facilities. Popularly elected School Boards could be set up to manage schools for pupils between the ages of five and 13 in areas where no voluntary schools existed or the provision of elementary education was inadequate. This was the beginning of the controversial 'dual' system of two types of grant-aided elementary schools, one provided by the Churches and voluntary bodies (nearly all religious bodies) and the other by the state through school boards. The Education Act of 1902 introduced for the first time a co-ordinated national system of education, and, with its emphasis on local administration, is still the basis of much of the education system.

In short, the British system of primary and secondary education had for years been totally dependent upon the good will of the Church and various groups or institutions. The government did not intervene until after a complete change had come about in British society and was seriously threatening the health and development of children from the working classes.

A similar phenomenon took place on the pre-school level.

In the latter half of the 19th century, private non-profit-making institutions were established by voluntary



organizations or by the clergy to provide for children under five years of age. They were concerned mainly with protecting the health and growth of children born of poor parents. Between 1899 and 1905, services in urban centres were set up to mind children and distribute milk to them through the voluntary infant milk depots.

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All of these institutions were considered private even if they received some form of subsidy, and they were not subject to any real control.

But, as had happened for school-age children, there also occurred a state of quasi-emergency for pre-school children and the government was then obliged to act. During the First World War, an increase in the number of orphans and fatherless children brought about the development of various kinds of nurseries. Then, in 1923, Grace Owen and Margaret McMillan, who had for some time been studying the treatment of these children, founded the Nursery School Association of Great Britain and Northern Ireland, with the assistance of the Board of Education.

The Board had recognized nursery schools for pre-school children as a special service coming under its jurisdiction, but had not accepted the concept of complete and total responsibility for them.

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Development was irregular during the period between World Wars I and II. The pace varied with the location of





the non-controlled charitable establishments for children from one month to two years and from two to five, the establishments partially subsidized by local and municipal authorities, and the very rare government-organized and controlled establishments for children from three to five years of age.

As regards the private sector, i.e. profit-making establishments, the government controls a certain number, situated mostly in well-to-do neighbourhoods of large cities where children are taken in for only a few hours daily.

World War II marked a new turning point in the development of pre-school establishments. Because of the drive for increased production in industry to support the war effort, Great Britain lacked manpower and the authorities encouraged married women and mothers to return to work. To facilitate this move, the government opened or encouraged, by appropriate grants, the opening of a large number of establishments to care for children during the day.

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At the same time, parents were encouraged to leave their children with child minders. Conditions for providing day care for children were the following: a limited number of children under five years of age could be kept during the day in a home or apartment, provided that a representative from the Ministry of Health was allowed to visit the premises and to verify that sanitary conditions met the needs of the children.



The following statistical table reflects the rapid change that has taken place since the end of World War II.





T A B L E      N O:    I

Day Nurseries, Private Nurseries and Child Minders  
in England and Wales, 1945-1965

<u>Day Nurseries</u>		<u>Private Nurseries</u>		<u>Child Minders</u>	
<u>Number</u>	<u>Number of places</u>	<u>Number</u>	<u>Number of places</u>	<u>Number</u>	<u>Number of places</u>
<u>January:</u>					
1945..	1,431	67,749	1	1	1
1946..	914	43,618	-	-	-
1947..	902	42,365	-	-	-
1948..	882	41,065	-	-	-
1949..	910	43,395	-	-	-
1950..	884	42,410	250	6,893	271
1951..	832	40,410	326	8,965	415
1952..	797	38,078	339	9,872	468
1953..	724	34,705	373	10,316	560
1954..	628	30,091	391	10,773	638
1955..	583	28,024	413	11,296	715
1956..	547	26,109	443	11,679	777
1957..	526	25,014	464	12,018	881
1958..	501	23,676	496	12,543	949
1959..	486	23,048	544	13,352	1,138
1960..	477	22,564	543	13,155	1,313
1961..	472	22,259	601	14,595	1,531
1962..	462	21,876	747	17,618	1,780
1963..	459	21,672	932	22,591	2,202
1964..	455	21,532	1,243	31,045	2,597
1965..	448	21,396	1,585	38,144	2,994
			2,245	55,543	3,393
					27,200

- (1) Between 1945 and 1949, the number of establishments was unknown because they had not been counted or listed. This was begun only after 1948 in accordance with the new Nurseries and Child Minders Regulations Act.



23- By the end of World War II, a new situation had developed on the British labour market. Because of the closing of most war factories and a slowdown of production in other sectors, unemployment mounted rapidly. The authorities decided to force women to return to their homes. Institutions for pre-school children were rapidly obliged to close. In vain union representatives protested against this practice; the government was obliged to face the problem of under-employment and thought, rightly, that the best way to decrease the number of women on the labour market would be to remove their opportunity to leave their children in the institutions organized or controlled by the local or governmental authorities.

However, the Education Act 1944 described pre-school education as it should be in these terms: "Primary schools which offer education to children between the ages of two and five shall be known as nursery schools" and "the local authorities are authorized to create this type of school and to subsidize or help voluntary schools" (retranslation).

The 1944 Act also specified -- Section 8 (2) -- that the Authorities "should meet the needs of children under the age of 5 by establishing nursery schools for them or if it is felt that the establishment of such schools is not desirable, establishing nursery classes for them in other schools" (retranslation).





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"These classes are intended for children between the ages of three and five"(retranslation).

However, in the circulars distributed by the Department of Education and Science (Circulars nos. 175; 202;280;313) and in the administrative memoranda (Memoranda nos. 103; 130 and 129), among other things, it is specified:

"that the aim is not merely to <sup>free</sup> mothers of young children from their family obligations so that they can perform work of national importance, but to provide children with the kind of education that some need. Consequently, it is no longer essential nor even desirable that pre-school education should last the entire day; a half-day is sufficient" (retranslation).

It should be noted that this legislation automatically means that the number of available establishments can be reduced, since henceforth each one can receive two groups of children, one in the morning and one in the afternoon, instead of only one.

The Department of Education and Science is not the only authority regulating establishments for children under five years of age. On the contrary, there is a great confusion of terms and names, and several private establishments that are officially called "nursery schools" have no association with this department but come instead under the Ministry of Health, which does not impose any requirements as to the level of teaching and merely inspects the sanitary and health



-25- conditions of the facilities in which the children are received for all or part of the day. We might add that private establishments can charge any amount for registration fees, whereas the establishments under the authority of the Department of Education and Science generally charge only a modest sum intended to cover the children's food expenses. However, between 1946 and 1968, it was the establishments placed under the Ministry of Health which developed the most rapidly. The number of requests for admission to these establishments is continually increasing and, despite the spoken and unspoken opposition of the authorities, they are appearing in all neighbourhoods of the large urban centres.

2.- PRESENT SOCIAL AND ECONOMIC BASIS FOR THE PRE-SCHOOL SYSTEM.

According to available figures compiled during the 1961 census, the population of Great Britain increased by two and one half million over a ten year period and it now numbers more than 52,709,000. This increase is due to the growing birth rate (18.5 per thousand in 1963), the growing influx of immigrants and a decline in the mortality rate in the 50-60 age groups. It is also due to the fact that the average age of young married couples is now lower than in former years, as seen in these figures: in 1962, 60% of the women between the ages of 20 and 24 years were married, compared with only 25% in 1931. Furthermore, it is estimated that one fourth of the female population marries before the age of twenty and before completion of their schooling or professional training. The same is true of young men.





In order to meet their new family responsibilities, a large percentage of these couples prefer that both members work, at least for a certain length of time.

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Most young women, i.e. more than 75%, leave school at the age of 15 or 16 to take a job, and more than 1,250,000 women holding civil employment are less than 20 years old. As for other age groups, 1,750,000 working women are between the ages of 20 and 29 years; 1,250,000 to 1,500,000 are 30 to 39 years old, and 1,750,000 are between 40 and 49. In 1963, there was a total of 8.5 million women out of 24.2 million persons employed. It is worth noting that the marked increase (1,400,000) in women holding jobs that came about between 1948 and 1963 is due entirely to the increase in the number of employed married women.

Moreover, the family position of young couples has undergone a considerable change since World War II. Since 1945, it is estimated that more than 5,000,000 new houses have been built in Great Britain.

This means, among other things, that, instead of continuing to live with their parents, young couples move to new apartments, located in areas far removed from the parent's homes. This means isolation for the couple and inability to rely on the parents to mind pre-school children. Nevertheless, the percentage of women who want to work in order to increase the family income or to satisfy their own ambitions is constantly growing.





-27- Of course, social pressure is being exercised and it is considered unacceptable in certain classes for the mother of young children to take a job outside the home. However, it has been estimated that 30% of all women holding full or part-time jobs have children under the age of five. Since it is difficult and expensive to take on domestic help, their children are either kept by a neighbour or member of the family or are left alone for long periods.

It has, in fact, been proven that most mothers of very young children who work outside the home cannot do without their income, either because their husband does not earn enough or because he is going to school and hence is temporarily unable to support his family. In addition, we should mention all the widows, divorcees or single women who have young children and are obliged to provide for them.

Sociologists and doctors both agree that out of some 4 3/4 million children under 5 years of age in Great Britain, some actually need to spend at least part of the day outside the family environment. This is sometimes because of the parent's inability to give a child proper training, sometimes because of problems inherent in the child's own nature, an unhealthy family atmosphere, a drab and badly kept apartment, or mistreatment at home.

-28- Disadvantaged families receive relatively generous assistance from the Ministry of Health, but some children are still handicapped vis-à-vis their fellow pupils when they



reach the age of compulsory primary education, because of their backgrounds; their development is insufficient; they do not express themselves in the same way, they have more trouble keeping up and inevitably they fail in school.

Obviously in such cases, social workers generally try to recommend regular attendance at a pre-school institution that is open part- or full-time. However, parents do not always take their advice, for the simple reason that waiting lists are excessively long, and in certain neighbourhoods, it is practically impossible to obtain a place even by registering the child at the time of his birth.





29-

B.- NUMBER AND TYPES OF INSTITUTIONS AVAILABLE.

At the present time, there are more than forty organizations working on the problem of creating pre-school institutions for young children. The major ones are:

- 1- Association of Psychiatric Social Workers.
- 2- Association of Social Workers.
- 3- Association of Voluntary Child Care Organizations.
- 4- Association of Workers of Maladjusted Children.
- 5- Board for Social Responsibility.
- 6- Catholic Child Welfare Council.
- 7- Citizens Advice Bureau.
- 8- Council for Children's Welfare.
- 9- Doctor Barnardo's Homes.
- 10- Family Service Units.
- 11- Health Visitors' Association.
- 12- Immigrants Advisory Committee.
- 13- Institute of Child Psychology Ltd.
- 14- Institute of Medical Social Workers - Paediatric Group.
- 15- London Diocesan Council for Moral Welfare.
- 16- Medical Women's Federation.
- 17- National Assembly of Women.
- 18- National Association for Maternal and Child Welfare.
- 19- National Association for Mental Health.
- 20- National Association for Mentally Handicapped Children.
- 21- National Association of Nursery Matrons.
- 22- National Association of Pre-School Playgroups.
- 23- National Campaign for Nursery Education.
- 24- National Committee for Commonwealth Immigrants.

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- 25- National Council for the Unmarried Mother and Her Child.
- 26- National Council of Women of Great Britain.
- 27- National Joint Committee of Working Women's Organizations.
- 28- National Society for the Prevention of Cruelty to Children.
- 29- Nursery School Association.
- 30- Salvation Army International Headquarters.
- 31- Society of Medical Officers of Health.
- 32- The Save the Children Fund.



It is also worth noting that the Department of Education and Science, the Ministry of Health and the local, municipal and departmental authorities always have a certain number of establishments that they aid directly, and that they finance either in part or totally, as well as certain establishments organized by voluntary groups and officially recognized. It is not surprising then that there is such a variety of establishments. In addition, there are also certain types of well organized services that are run by private individuals but are controlled and sometimes even financed by the municipal or regional authorities.

#### SERVICES:

##### Daily Guardians.

The National Health Service Act 1946 (section 2) states that the municipal or regional authorities may use registered child minders to take care of small children. These people are known as daily guardians or voluntary child minders and can watch one or two children at a time. They are paid in part by the local authorities and in part by the parents, who pay a sum proportional to their income. In 1964, in London, there were 720 guardians of this type taking care of 971 children. In 1965, in all of Great Britain, there were 865 daily guardians keeping 1,482 children.

These daily guardians are of invaluable assistance to working women without husbands whose children become ill for





-32- a few days, and to couples who find themselves in temporary difficulty due to the mother's sickness or pregnancy. In general, the guardians come to the child's home and mind him there or take him for a walk or to the park. As statistics show, they are relatively numerous in London where, as in all large urban centers, the care of very young children creates an almost insoluble problem for parents. However, outside the capital, the number of daily guardians is very limited.

#### Registered Child Minders.

The system of registered child minders was established by the 1948 Nurseries and Child Minders Regulations Act. The purpose of this act was not to discourage the initiative of those wanting to take care of two or more children during the working day, but to regulate their activities in order to avoid abuses. According to the regulations, these child minders must be registered at City Hall and must obtain permission to mind more than two children who are not members of their own family. The rules vary from one place to another, but generally it is required that the guardian be a responsible individual having had some experience with very young children. Representatives of the health authorities visit her apartment in order to check that the sanitary facilities meet the basic requirements, that the available space is sufficient, and that the heating and lighting are acceptable.



33- Generally speaking, these child minders<sup>are</sup> not supposed to have more than five children under their care, although there are frequent cases of eight or even more. Under these circumstances, some child minders hire a housekeeper or nursery nurse, but their establishment is then considered a private nursery.

The period during which the children are minded cannot go beyond the working day; however, it can, in special cases, be extended to a maximum of six days.

For the municipal authorities, the advantages of this system are obvious; they run only the expense of registration, inspection and supervision (which, in reality, <sup>is</sup> almost non-existent); this costs the community almost, nothing as compared with the amount needed to set up a pre-school institution. As for the parents, most of those who leave their children with a registered child minder are unable to care for them personally.

Moreover, they are apparently unable to choose these child minders according to the value of the care that they give to the child, but rather because they are close to home and because there is no other solution.

4- At any rate, statistics show that the demand for this type of care is steadily growing. In Birmingham, the number of children in the care of registered child minders went from 274 in 1952 to 2,228 in 1965. In Great Britain as a whole,





the increase was slower: in the same period, the number of places available rose from 560 to 3,393.

However, it is worth noticing that this type of arrangement exists only in urban centers, and especially in London, Birmingham and Liverpool, where the employment of female factory workers is rapidly increasing. It is now estimated that some 50,000 children between the ages of two and five spend their days with registered child minders. According to the estimates of the Ministry of Health, these child minders keep an average of three children between the ages of two and five.

This means that a person without any special training, occasionally assisted by another person, must spend the entire day taking care of eight children; feeding them, changing them, amusing them and taking them for walks. It is obvious that these women may become excessively nervous and that the children will feel the effects of her almost inevitable overwork. Yet it is impossible to assume that the parents will exercise adequate control, since they are obliged to leave their children in the hands of a third party and have no other organized establishment at their disposal likely to take their children in.

Furthermore, the authorities of the Health and Welfare Services cannot impose stricter standards on the registered child minders for the simple reason that they request relatively small sums per day. Any attempt to limit the number



-35- of children that they take in would inevitably cause their disappearance since they would no longer make enough money. It is equally probable that, because of the amount of the fee in relation to the possibilities opened to the parents, imposing stricter standards would mean the closing of registered nurseries and the appearance of an increasing number of unregistered nurseries. Already, there are a certain number, and, what is worse, parents seldom know that the person with whom they are leaving their child is not a registered child minder. It might also be observed that the system of registered child minders, as such, lends itself to abuse since actual municipal or health authority control is limited to one or two visits by social workers or by inspectors over a period of two or three years.

Nevertheless, it should be pointed out that this system is less dangerous for children in Great Britain than elsewhere, as a result of the proverbial British sense of civic duty. It has in fact been proven that abuse and mistreatment of children have been fairly reported rapidly to the authorities by neighbours, that these complaints have never been groundless and that, in the overwhelming majority of cases, the authorities have followed up these reports. It is obvious, however, that the children concerned have, in some cases, had time to undergo at least some harm.



### PRIVATE NURSERIES.

36- The term private nursery is somewhat ambiguous. Any establishment that does not fall directly under the jurisdiction of the local authorities is called a private nursery, but we must distinguish between those that are profit-making enterprises and those, infinitely more numerous, that are organized by voluntary groups for social objectives. The latter are frequently subsidized by the city or department, as we shall see in the section dealing with the financing of pre-school institutions.

However, in comparison with similar establishments organized and operated by either the Department of Education and Science or the Ministry of Health, private nurseries are less well equipped and have lower personnel standards.

On the average, the private nurseries receive groups of 24 children and have sufficient sanitary facilities for this number. However, they are usually installed in former private houses or in church basements, which, of course, cannot compare with state facilities.

The quality of their staff is also poorer, as we shall see in section III of this chapter, which deals specifically with staff recruitment and role in pre-school establishments.

It seems, however, that, on account of the strong demand and the shortage of available places, even relatively well-to-





do parents are willing to send their children to these places. From 1950 to 1965, the number of places in private nurseries jumped from 8,965 to 55,543, in addition to the private nurseries which are neither registered nor inspected by the health authorities.

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These establishments are considered very expensive since they require a registration fee of more than £ 6 per child per week (about \$15.00 Can.) besides money for food, even though they keep children only three hours a day.

Other nurseries, however, cannot be recognized because they do not meet the requirements set out by the Ministry of Health for lack of sufficient space and adequate, well-trained staff.

There are also a number of private nurseries organized by factories employing a large percentage of women. In 1964, there were 54 factory nurseries, the majority of them in Lancashire. In 1966, there were nurseries in 27 hospitals which were trying to keep their staff and to alleviate the shortage of graduate nurses.

It is worth emphasizing that present tendencies in education are in favour of the nursery, and explain, to some degree, the development of private establishments the majority of which are not intended for working mothers. The difference between these two types of private nurseries is quite clear and is based not only upon financial considerations, but



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also upon a different system of operation. Nurseries for children of non-working or professional mothers whose means allow them to have help at home are open only three to four hours per day, five days a week and closed on legal holidays, and during Christmas and Easter holidays and summer vacation. Furthermore, they rarely accept children less than two years of age; the average age is 3 to 5.

The distinction between these two types of private nurseries for classes of different incomes and standards of living is particularly prejudicial, as those that are open all day in certain neighbourhoods appear to be charitable institutions, even though they are always called "private nurseries".

#### Local Authority Day Nurseries.

In September 1944, there were 1,599 state-run nurseries with a total capacity of 71,806 children, and they were already insufficient for the actual needs of the population. After the war, this number diminished rapidly, except in 1949 when they appeared in some areas because of a shortage of manpower in the textile industry.

After 1952, however, the state nurseries began closing one by one until, in 1965, there were only 448 all-day establishments with a total capacity of 21,396 children. This policy was explained in a circular from the Ministry of Health, which reads as follows:





"The authorities feel that, because the expenses incurred in the operation of nurseries are justified only in the case of children who, because of their health or for other reasons, must attend them, it is not acceptable to develop a system of day care for the sole purpose of assisting mothers who wish to augment the family income through outside employment" (retranslation).

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This policy, intended simply to discourage mothers from seeking outside employment has, in the meantime, created a social problem prejudicial to the child.

Originally, the local authority day nurseries organized under the auspices of the Ministry of Health were concentrated primarily in certain areas and neighbourhoods, theoretically in relation to the density of the pre-school age population. In practice, however, they were located in sectors near industrial zones because it was in these areas that the largest families were to be found and also because women had to be encouraged to seek employment. Since then, a certain number of these establishments have survived, but, because of a lack of space, severe priorities have had to be implemented. Since the waiting lists sometimes have up to 400 or more names, policy has been to admit first: children without fathers, children from deprived or broken homes, underfed children and handicapped children. Consequently, the local authority day nurseries coming under the



Ministry of Health have become a refuge for social problems. Obviously, one of the basic purposes of the nursery is to promote the child's socialization and to overcome social inequalities before the start of formal schooling. Generally, once the child begins school, it is too late, and the difference in intellectual development handicaps those who have not been raised in the so-called "professional" environments.



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Moreover, the local authority day nurseries coming under the Ministry of Health are no longer sufficient to handle all social problems. In December 1966, in one area of London having a population of 240,000 and 10 nursery schools with a capacity of 540, there was a waiting list of 157 children, 114 of whom had to be accepted on a first class priority basis because of family conditions <sup>whose</sup> influence was considered prejudicial to their development.

It should be emphasized, however, that the local authority day nurseries are far superior to private nurseries as regards facilities or staff recruitment. They are built especially for young children, have gardens and are organized according to the needs of their pupils. Each local authority day nursery takes in twice as many children as a private nursery, i.e. 48 instead of 24, but they have a greater number of trained teachers.



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TABLE NO: 2DAY NURSERY STAFF

Staff <sup>1</sup>	200 Local Authority Day Nurseries	200 Private Nurseries
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(twice as many children)

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Qualified		
teachers.....	123	58
Graduate		
nurses.....	240	24
Graduate		
nursery nurses	1030	34
Nursery nurses		
in training	492	3
Graduate		
nursery assistants	277	10
Non-graduate	120	9
nursery assistants		
Non-graduate assistants		
	477	125
	<hr/>	<hr/>
	2,709	263

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1. For technical definitions of various terms concerning staff qualifications, see Section III of this chapter which explains the recruitment and role of staff members.



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It must be emphasized that at the present time there is a shortage of graduate nursery nurses and that the demand exceeds the supply by 25%. This shortage is not caused simply by a lack of candidates but also, and in particular, by the impossibility of giving practical training to students because of the small number of local authority day nurseries where they must receive this kind of training.

Nursery Schools and Nursery Classes.

There is a good deal of confusion in the names designating the various pre-school establishments. For example, certain private nurseries are registered as nursery schools, which is not at all accurate. The nursery schools are public schools coming under the Department of Education and Science and intended for children between two and five years of age. Among the private nurseries, only 9 are recognized at the present time as fulfilling all the standards required by this Department. Nursery classes are classes intended for children from 3 to 4 years of age, and attached to public primary schools, whose programs and organization also come under the Department of Education and Science.

According to the Plowden Report on Education, submitted to the Department of Education and Science and published January 10, 1967:





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"Due to the heavy financial demands of other sectors of the educational system, the provision of nursery education has been severely restricted." However, "this need should be taken into account in any new educational planning, and local education authorities should be given power to offer financial and other assistance to nursery groups run by non-profit-making associations."

The Report states that "with an expansion of part-time nursery schooling, primary education should start gradually without a sudden transition from home to school." The Plowden Report is presently being applied in Great Britain, but current thinking in the Department of Education and Science is that absolute priority must be given to compulsory education up to sixteen years of age, one year more than at present. Hence, all available funds are being allocated to this reform and it is unlikely that pre-school education will develop to any extent within the near future. It is also to be expected that present policy will be to subsidize certain non-profit-making pre-school establishments recognized by the Department, rather than to take over their construction and operation directly, a policy which, in our opinion, is most regrettable.



At the present time, this is the situation:

Places available

Maintained Nursery Schools..... 29,661

Direct Grant Nursery Schools..... 843

Recognized Private Nursery Schools 4,592

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TOTAL ..... 35,096.



To realize how small a percentage of children these establishments can take in, we need merely compare this total with the number of children in the age group 2 to 5, of whom there are, at this time, about 2,750,000.

It is thus obvious that pre-school establishments of this type are overcrowded and that it is practically impossible to obtain admission even by registering the child at the time of his birth, now a customary practice in some parts of London. However, in these establishments, the problem of priority for social cases is not the same as in local authority day nurseries under the authority of the Ministry of Health and the municipal authorities, since they take in children for half-days and cannot meet the needs of working mothers. In general, the pre-elementary nursery schools accept two groups of children: one in the morning and the other in the afternoon. The authorities attempt to admit children who have the greatest need for this type of school preparation and the children of teachers, in the effort to keep teachers, the shortage of whom is being felt at all levels. It should also be emphasized at this point that the attitude among new parents from the middle or young professional classes is increasingly favourable to pre-school education; in Great Britain, this is a new tendency. Previously, it was thought that the child under five should learn only to play and should not receive any formal instruction before being admitted to primary school. Because of this attitude in some circles, several individuals have opened pre-school nurseries under the Department of Education and Science.





Play Groups organized by the Save the Children Fund - S.C.F.

These plays groups are, without any doubt, one of the most interesting social initiatives. The Save the Children Fund started to organize them after World War II in the most populated neighbourhoods of the large urban centres. The groups offer various activities, often in parks and on playgrounds, three hours daily. Children from two to five are accepted. The groups are directed by two graduate nursery nurses, per twenty-five children. Registration fees are held to a minimum and an attempt is made to interest mothers in this kind of work by hiring them as part-time helpers. The Save the Children Fund has formed a Play Groups Committee, made up of specialists and professionals most of whom have many years of experience in the field of pre-school education. This Committee has played an advisory role in the development of certain new neighbourhoods. The Fund has, to date, organized more than 80 play groups and its work in disadvantaged areas is of great importance.

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Pre-School Playgroups Association (P.P.A.)

This is a totally unique community effort which has had unbelievable success considering its lack of financial resources. Unfortunately, this experiment could probably succeed only in Great Britain, where people in general and women in particular are justly famed for their sense of civic responsibility.



These pre-school playgroups first appeared in the new apartment buildings but over the last three years they have been rapidly multiplying and there are now more than 1,200 in Great Britain. They are organized by the mothers, who originally did the work of minding the children, but who are increasingly seeking trained personnel to do this work. The Association has a central office that publishes brochures, folders and acts as consultant for new groups. Admission is free, but parents are requested to donate 3 to 4 shillings per day per child to pay for the organization and the salary of the person in charge. Children from 3 to 5 are admitted: they are kept for half-day<sup>s</sup> in facilities located by the mothers. Sometimes a nursery is set up in a private apartment, other times, in a building belonging to the municipality which is temporarily available. Often, the nursery is registered at City Hall as a day nursery and is officially recognized as such by the Ministry of Health. In addition, as all possible efforts are made to maintain standards similar to those of nursery schools and nursery classes, the Department of Education and Science agreed in 1967 to grant a £3,000 subsidy for a period of three years as a result of recommendation no. 53 of the Plowden Report on Education. This sum is intended to pay the administrative expenses of the Association and, especially, the installation of its offices in London. The Pre-School Playgroups Association mainly involves children from the <sup>middle</sup> class across the entire country.





The Save the Children Fund organizes groups only in London. It too has received a subsidy of \$1,500 for a period of 3 years from the Department of Education and Science, in recognition of the educational work that it has succeeded in carrying out in the most overcrowded quarters of the city.

#### Other Play Groups

There are, in addition to these, a certain number of play groups that are organized by various bodies, religious orders, municipal authorities and the Parks Service. In Edinburgh, there has been a rapid development of play groups organized by an association concerned mainly with small children (Toddler's Playground Movement); it now directs more than 25 groups in this city. The operating expenses are assumed by the parents, and in some areas, the local authorities grant small subsidies.

However, generally speaking, none of these groups can provide care for the children of working mothers, as they operate until 3:30 at the latest and only for part of the year.

It should also be noted that one great deficiency in this organization is the instability of the groups. It frequently happens that, once the children have grown and entered primary school, the mothers abandon this type of work to take on regular employment and the group breaks up. In other cases, the children do not attend frequently enough and the group may break up at any time during the year. In brief, the play groups, as with most bodies that are based upon the good will of their members, remain unquestionably a remarkable community effort, but their existence is too unstable for them to count upon regular help from the government.



### Creches

Some municipalities have organized establishments near medical centres where mothers may leave their children for a few hours, twice a week, under the supervision of a trained nurse and a nursery specialist. At the present time, these establishments, known as creches, receive some 2,000 children each week in London, but are not plentiful enough to meet the demand. Theoretically, their purpose is to allow mothers to shop or run errands for two or three hours, while leaving their children in good hands. In reality, many creches are used for the detection of mistreated children and for the medical examination of emotionally or physically handicapped children.

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### Residential Care.

In addition to institutions that take in pre-school children for a few hours or the entire day, there are also in Great Britain a large number of institutions where children under five may receive either permanent or temporary residential care. These institutions are under the authority of the municipalities, who have special Children's Departments and take in children whose mothers are temporarily incapable of caring for them, or whose parents have recently separated, or even small babies of single mothers who must make a fresh start in life. If the period for which the child must remain in the institution is prolonged, he is transferred elsewhere.





### Residential Nurseries or Homes.

-51- These residential nurseries and children's homes are organized either by the municipalities or by various religious or charitable bodies, and are under the authority of the Home Office. In 1966, they cared for 3,854 pre-school children. The residential nurseries receive only those children under five, while the children's homes accept children of all ages. In these types of institutions, the number of places available is very limited, because of both the rapidly increasing number of children of single mothers who can find no other solution and the new government policy. In the past it was believed preferable to leave the child with his own family even when conditions were inadequate. Now, as a result of various studies in medicine and sociology, it has been concluded that it is preferable to place the child as early as possible in an environment favourable to his development. The results of this social policy seem, thus far, to have fully justified it.

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### Foster Homes, Foster Parents.

For many years, it was believed that placing a very young child in an institution was always prejudicial. After the Second World War, this thinking underwent considerable change. Under the Children Act of 1948, municipal and departmental authorities may place children in establishments organized and subsidized by the community or by non-profit-making religious or lay organizations, or entrust them to the care of foster parents. However, the persons who assume





the role of foster parents do not have the right to adopt the child legally and very often he returns to his real home on Sundays and holidays.

Private Foster Homes.

-53- Over the past ten years, various groups have been pressuring public authorities to amend the law requiring that any person who minds children in exchange for money paid by the parents must declare that amount within one or more months. This law is intended to protect children and to allow supervision of those who care for them; however, it makes arrangements between private citizens difficult. Many single women prefer to leave their children with a specific family, but very often, that family does not care to be registered at City Hall. The same situation applies both to young student couples who cannot find a place for their children in the nursery schools or nurseries in their neighbourhood, and to working parents. However, the authorities will not agree to change the regulations. It has been proven time and again that children placed in families often are subjected to mistreatment and that, despite compulsory inspection, abuse is generally discovered too late to avert emotional disorders in the child and sometimes even physical harm.



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Various studies and surveys have shown, however, that the placement of a large percentage of children in foster homes is simply the consequence of government refusal to set up an adequate number of pre-school establishments on an all-day basis for children from all strata of society. According to some social workers, the relative scarcity of pre-school establishments in large cities obliges single mothers -- i.e. unwed mothers, divorcees, and widows -- and fathers-divorcees and widowers to turn to public institutions which are more expensive to build and maintain than are nurseries. However, these are opinions and it is difficult to prove their scientific validity. Just as it is true that the number of nursery schools available in Great Britain is insufficient to meet the demand, so too it is true that foster homes for children play an essential role. Moreover, it is clear that more will have to be built in the future since the results obtained through the use of private foster homes differ widely. Thus, it often occurs that a child is obliged to change families several times before he can adapt to the one that will keep him. This always has a detrimental effect upon his development.

The general system for the care and upbringing of pre-school children in Great Britain is not uniform and leaves a considerable amount to the individual initiative of various non-profit-making organizations; however, these establishments cannot get along without the financial aid of the government and it is extremely probable that, in the long run, these subsidies will cost the taxpayers more than if the government were to take over all pre-school structures.

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B.- 1.- FINANCING AND REGULATION OF PRE-SCHOOL  
INSTITUTIONS

Pre-school institutions can be divided into three groups:

- (1) The first group comes under the direction of the Ministry of Health.
- (2) The second group includes establishments organized by voluntary non-profit-making groups, by actual private organizations regulated by the Ministry of Health.
- (3) The third group comes under the Department of Education and Science (the Department responsible for primary and secondary education).

FINANCING is different for each one of these groups. Establishments coming under the Ministry of Health are financed in the following manner:

(1) Financing construction.

a) The Ministry investigates the economic, social and demographic conditions in a certain neighbourhood and then recommends that an all-day nursery be opened for children between the ages of one month and five years. At present, an attempt is being made to build so-called "integrated" institutions for pre-school children divided into two distinct groups: (1) babies under two years old, (2) all those over two. Formerly, i.e. until twenty years ago, nursery schools and nurseries for very small children were separate.

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b) The plans are sent to the municipal and departmental authorities in a circular and opinions are requested. It is only then that the amount of the subsidy to be given by the Ministry is decided. In some very rare cases, it may be as high as 90% in the case of a particularly unstable area and when local authorities cannot assist with construction because of a low tax level owing to a lack of commercial enterprises in their area. Usually, the Ministry pays half the cost of construction and the rest must be paid by the municipality, which can borrow from the government for this purpose at a very low rate of interest (less than 6%).

c) Until 1959, each department granted loans for specific projects in its field; since that time the Ministry of Works has assumed responsibility for all projects. However, estimates are prepared separately by each department and are sent to the Ministry of Works before final publication of the annual budget.

d) There is also another method of procedure. The local authorities come together and present a request for subsidization of the construction of a pre-school establishment by the Ministry of Health. The Ministry examines the project and checks that no similar institution is available within a reasonable distance of the homes of the parents and children in question. Then and only then will it grant or refuse the 50% subsidy.



e) The land is generally supplied by the municipality and its value is included in the 50% participation required by the authorities.

(2) In the case of private pre-school institutions regulated by the Ministry of Health, construction of the building is almost never financed, but sometimes the Ministry will place part of a public building at the disposal of a non-profit-making organization, in return for only token rent. In all-day establishments organized by the Ministry, an operating budget of \$ 265 is allotted per child per year. Where private groups are concerned, either part or all of this sum is granted. It is felt that one fifth of the total operating expenses should be paid by the parents and the rest by local authorities.

(3) Institutions under the Department of Education and Science.

The Education Act 1944 authorized the Department to open establishments for children from two and a half to five years of age. The Department also possesses residential nurseries for children where babies from one month to two years old are accepted, but the financing of these establishments is the joint responsibility of the Department of Education and Science and the Ministry of Health.





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Financing construction.

Building expenses are shared on the same basis as for establishments coming under the Department of Health and Welfare, i.e. 50% from the Department and the rest from the local educational authorities; however, construction standards are not the same. For nursery classes organized within a primary school, the subsidy is the same as for any other ordinary school class. The basic difference resides in the regulation that no local authority or association may submit a proposal for the construction or operation of a nursery without first proving that four experienced teachers, preferably married, have already been hired. It should also be noted here that, in these circumstances, the Department of Education and Science constructs pilot establishments and pays all expenses for construction and land.

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Operating expenses.

The Department of Education and Science is always responsible for the salaries of the teaching staff. Nursery schools and nursery classes coming directly under the Department are financed in exactly the same manner as public school establishments proper and are completely free to parents. In the public pre-school nurseries that are subsidized by the government and by regional authorities, as in private pre-school establishments recognized by the government, the Department of



Education and Science regularly pays the teaching staff's salaries.





T 2 B L E N O : III

Expenditures by local educational authorities

on pre-school nurseries.

(in sterling - 000)

Fiscal Year (From April 1 to March 31)	Operating Expenses	Expenditures on pre-school nurseries	Capital Total	Total expenditures on primary and secondary education	Percentage spent on pre-school nurseries
1955-56	1,400	9	1,600	10,000	0.16
1956-57	2,100	11	2,211	60,112	0.37
1957-58	2,582	165	2,747	82,454	0.33
1958-59	2,907	152	3,059	1,188,524	0.26

Regulation.

Pre-school establishments under the Department of Health and Welfare are regulated by:

a) inspections of the premises.

100

1000

1000

1000

-64- In pre-school establishments coming under the Department of Education and Science, inspection is carried out by Her Majesty's Inspectors. These inspectors are responsible for overseeing the entire public school system; usually, however, they are specialized in a given field. At the present time, Mrs. McDougal is head inspector of the pre-school education division and she directs a team of 12 specialized inspectors. Departmental inspections are not carried out regularly, but the regulation is very efficient as it is centred especially on the teaching staff.

## 2.- PHYSICAL LAY-OUT OF FACILITIES IN PRE-SCHOOL INSTITUTIONS.

-65- According to the philosophy on which the organization of pre-school establishments is based, pupils should be split into groups having similar interests but never into age groups. Hence, because of this generally accepted and applied viewpoint, all Great Britain's integrated institutions are divided into two sections; one for children under two years old, and one for children from two to five. The buildings are arranged to accommodate this system and have only one division internally and sometimes externally as well. The director's office is always located near the entrance. Usually, the door to the director's office leads into the children's cloak room. Beyond this, there are two or three connecting rooms for children over two years old. These rooms have several windows overlooking the school garden or grounds. The washrooms usually have ten or more



toilets separated by half-partitions. All sanitary installations are reduced in scale to accommodate children under five. A corridor or passageway leads into the kitchen; ordinarily it is large and furnished with various modern installations to reduce staff numbers and facilitate the work. If the institution includes a section for children under two, there are separate vestibules, offices, playrooms and washrooms, but the kitchen often serves the entire school.





6 - It is exceedingly difficult, however, to list exact standards for these facilities beyond those already given; the private nurseries differ from the public nurseries, and those under the Ministry of Health differ from those under the Department of Education and Science, as we shall see in Section a) of Chapter IV, which contains our personal observations on the establishments visited. The one point that should be emphasized is that, generally, all the pre-school establishments are well sound-proofed, well lighted, well heated, and have adequate sanitary facilities. This is most probably due, not only to the standards imposed by the regulations, but also to a constant and, according to our own observations, successful, effort on the part of the staff to maintain order and cleanliness, even in relatively difficult conditions. (See Chapter IV, Section a.)

### 3.- CHILDREN'S ACTIVITIES

According to British educational thinking, children under five should not receive any formal education. In all institutions open to these youngsters, they are given activities similar to relatively free play. There are no official traditions as regards the program or methods of pre-school education. Considerable independence is left to the individual teacher, who has a variety of material at her disposal: small toys, building blocks, records and books. Often, she also has facilities available for games with sand, water and clay and material with which the children can draw and paint. According to our personal observations and to the opinions expressed by the parents and educators to whom we spoke, everything depends upon the training of the person in charge of the youngsters. It is difficult to draw any conclusions of scientific value on this basis. But we can state, however,



that the atmosphere is completely different from that in institutions under the Department of Education and Science, where the children do not receive formal education but are encouraged and efforts are made to arouse their curiosity. They are helped in learning to recognize letters, numbers and a few abstract concepts. It appears that this difference is due primarily to the fact that the teaching staff is not trained in the same manner, as we shall see in Chapter III, which discusses the training and role of the staff.

In all pre-school establishments, the following schedule is adhered to:

The school opens at 8:30 A.M., children start arriving at 9:00, they are served milk<sup>1</sup> and then play with toys left at their disposal either inside or outside the school. Children are not required to arrive at 9:00 and ordinarily arrivals are tolerated up to 10:00. At 10:00, they begin organized, or rather oriented and assisted, games, which continue until 11:00. At 11:00 records are played for the children while the dining room is prepared for lunch. At 11:30 a story is read for those who want to listen. Lunch is served at 11:45 and is followed by a rest period of half an hour to one hour, depending upon the age and habits of the child. The children eat, sleep and play in the same building. Even the times when the small tables and chairs are taken out and the cots set up or put away are made into little games. At 3:00, a story is told or music is played, and there is dancing and circle games. Walking or free play period in the garden. Children remain from 9:00 to 11:45 in the half-day schools or until 4:00, 5:00 or 6:00 in the all-day schools. An attempt is made to afford children the the greatest possible liberty in choosing their own games. Activities are proposed, not imposed. This system requires

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1. In Great Britain, milk is free for all children under five; all others receive a quart per week at one half the current price.





a larger staff, but in Great Britain it is considered preferable for the development of the child. Generally speaking, according to the regulations, no more than 15 to 20 children, or 10 to 15 under two, should be placed in the care of one trained teacher with one or two assistants. According to our observations, the rules are strictly obeyed in practice. In pre-school establishments under the Department of Education and Science, the standards are different. The school is divided into three classes of thirty children each (forty in the primary schools). Each teacher is in charge of one class but she has an assistant. The schedule is set up to accommodate two groups of children, one in the morning and the other in the afternoon, i.e. from 9:00 to 12:00 and from 2:00 to 5:00.

#### C.- STAFF FOR PRE-SCHOOL INSTITUTIONS.

##### a) Training:

- 1) pre-school teachers,
- 2) nursery assistants.

1) In Great Britain, 25 colleges or institutes of education train pre-school teachers as well as primary school teachers. Some of these schools come under the Department of Education and Science while others come under the Ministry of Health. They are financed by these sources and by municipalities or religious groups. Private colleges approved by the Department of Education and Science received the following subsidies:

- a) 75% for construction and expansion.
- b) all maintenance expenses on the basis of approved estimates.

The teaching staff is employed and paid either by the local authorities or by voluntary organizations.

Students receive free schooling and supplementary



allowances for day-to-day expenses and tuition fees. The amount of these grants varies with the parents' income and the number of school-age children in the family. This is also the case for students in all other branches.

Norms are established and maintained mainly by the University Institutes of Education. These institutes standardize levels and control teacher training colleges in different areas. They also examine students and recommend them to the Department of Education and Science for licencing as qualified teachers. The Department also participates in their training through consultation services to the colleges and decisions on various matters, such as conditions for admission.

2 - These conditions are as follows:

- a) good health and conduct;
- b) teaching ability;
- c) age at least 18 - some schools accept students at 16;
- d) a school-leaving certificate (fifth or seventh year of secondary school).

After three years of studies (two years for married women and mothers wanting to work in this field) and successful completion of the examination, students may receive a government teaching certificate which allows them to teach in any part of the country. Any person having a certificate can be employed as a qualified teacher in a nursery school, but the pre-school nurseries under the Department of Education and Science hire only those who have studied for nursery school or infant school, or infant school alone, which authorizes them to teach children from 5 to 7 years old.

Each year, nearly 260 students complete their training as pre-school teachers. The courses are organized in such a way as to allow them to receive practical training at the same time in a public nursery school. At this time, the





major problem is the lack of space in these establishments, which are insufficient in number. Hence, some students receive their practical training in private nursery schools. The majority of students - about 95% - are female. Even those who marry generally return to work after a given time, especially if they find a place for their own child in the school that hires them.

## 2) Nursery assistants.

Nursery assistants must have the National Nursery Examination Board's certificate. This Board represents the governmental departments, local educational authorities and other administrations interested in pre-school education. The certificate is granted after two years of practical training in a nursery school or class and supplementary courses in the liberal arts and professional subjects. Nursery teachers without a degree must take an advanced course given by the local educational authorities.

74 - In an institution for pre-school children, the staff should be composed of:

- The Director, a graduate teacher with several years experience;
- graduate teachers;
- nursery assistants;
- occasionally, non-graduate nursery teachers who must have at least the nursery assistant certificate and be taking advanced courses.

However, in the private direct grant or recognized schools, the teaching staff must, by law, be "sufficiently qualified". However, there are no exact specifications as to the meaning of "qualified".

Directors and graduate teachers receive the same treatment and benefits as their colleagues who teach in the primary schools, but salaries for non-graduate teachers are set by the educational authorities that employ them. This,





of course, inevitably leads to abuses.

Since the nursery assistants receive lower wages than those given in institutions, the private schools inevitably tend to hire more non-graduate than graduate nursery assistants and teachers. It should be noted, however, that the director is always a certified teacher; there are only a few very rare exceptions to this.

Nursery school teachers receive the same training and salaries as teachers in the first two years of primary school. However, this group has certain problems inherent in its own structure. Almost all nursery school teachers, i.e. more than 90%, are young girls. Some of these girls leave the profession shortly after graduation, or decide to go into a field other than nursery teaching. The demand for these teachers in some foreign countries is quite high and many decide to go abroad either temporarily or permanently. The third factor causing a loss of qualified staff is the decision of a certain percentage of particularly talented individuals to work in primary schools instead of pursuing a professional career in pre-school education. At present there is a new, and as yet incompletely accepted, trend in education to require specific curricula for pre-school children. Much discussion is going on as regards various experiments in teaching foreign languages. The main argument for this trend is that it would promote the integration of newly arrived immigrants whose children do not know English (or who speak it very poorly), and hence to <sup>adapt</sup> the school system only with difficulty.

In addition, if the recommendations of the Plowden Report are to be applied, it is essential that the number of teachers be increased. Some claim that the demand in this branch of studies is sufficient, but not all candidates can be accepted because of the shortage of schools in which they can acquire their practical training as required by their course of study. If, however, the recommendations of the



Flowden Report were applied, the number of nursery classes and schools would rapidly increase.

7 - TABLE NO. IV

Number of Nursery School Teachers<sup>1</sup>

1965.

Maintained schools . . . . .	940
Direct grant schools . . . . .	32
Independent schools recognized as efficient. . . . .	24
Independent schools . . . . .	100

1. Teachers of nursery classes attached to public primary schools are not included in this survey.

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Salaries of teachers in maintained nursery schools

Qualified graduate  
teachers in charge  
of groups of under  
40 pupils.....£1,600 (approx. \$4,000 Can.)

Qualified graduate  
teachers in charge  
of 41 to 100 child-  
ren (director of a  
school).....£1,700 (approx. \$4,250 Can.)

Qualified non-gra- duate teachers . . . . .	Minimum		Maximum
	£ 730	to	£1,400
	(\$1,800	to	\$3,500 Can.)

8 - The general increase in salaries since 1965 has been about 7%.

Future plans.

The Flowden Report on Education recommends the crea-  
tion of priority areas and suggests a number of criteria which





would determine whether an area needed additional aid; these include the proportion of unskilled and semi-skilled manual workers in the local population, size of families, the number of supplements from the State, such as national assistance (now called supplementary benefits) or free school meals, overcrowding or sharing of houses, the incidence of poor school attendance and truancy, the proportion of retarded, disturbed or handicapped children and children from broken homes, and the number of immigrant children unable to speak English. The Council recommends an immediate interim program which should, by 1972, give priority to those schools which contained the most deprived 10 per cent of children. These areas would be among the first to be provided with full-time nursery education, in an attempt to offset the educational disadvantage of poverty of language and expression which has been found to be a major handicap to educational progress and one which is not easily remediable at a later stage. (We should point out at this time that, in Great Britain, compulsory education begins at the age of five, whereas in Canada it begins at the age of 6 or 7, depending on the province.)

"The redistribution of resources in order to make these schools as good as the best in the country would probably require 400 extra teachers in 1968 and 1000 in 1972 to achieve over-all class sizes of 40 (the statutory maximum for primary schools), and <sup>by</sup> 1972-73, 11 million would be added to the total current costs of the state primary schools" (about \$28,000,000 Can.)



IV.- REPORT ON INSTITUTIONS VISITED AND ASSESSMENT OF THE SYSTEM.

VISIT NO. 1 -

1) Private Day Nurseries.

a) Setting:

The nursery is located in a municipality of approximately 300,000 inhabitants, including a large proportion of young couples. The municipality is situated in a part of London which is not considered disadvantaged, but is, for the most part, residential and middle class. It is estimated that there are about 18,000 children under five. During World War II there were 72 establishments for pre-school children in this district. All have closed since then, with the exception of three run by the Ministry of Health, and kept open because of pressure from union representatives. Only one of these establishments is integrated, i.e. capable of taking in children from one month to five years old.

However, since the war, several unrecognized private schools have been opened in the municipality. They are generally open from 8:30 to 1:00; they do not furnish lunch at noon, only a glass of milk per child. One of these schools is located in the basement of a church; the rooms are unhealthy, dark and damp; there are not enough toys to occupy or amuse the children; the staff is not large enough and the children are not adequately supervised.

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1. During our trip, we spent four days in each country. For the purposes of this Report, we shall give a description of the two or three establishments in each country that seem to us most representative of that country's institutions. Needless to say, this was an official trip that covered only a very short period of time and consequently, we visited only those schools that were shown to us. We have refrained from identifying these establishments so



that in no circumstances will our opinions be prejudicial to them.





Despite several complaints, this school has not been closed: parents have insisted that it stay open because of the lack of space elsewhere. This institution is not run by the church but by a private citizen who rents the location.

The school fees are about \$4.00 Can. per week for each child, with a slight discount for the second child from the same family.

2 - The Institution we visited (to facilitate reading we shall call it school X) takes in children between the ages of 2 and 5. (Children cannot be kept after their fifth birthday, even if they are handicapped or if the director does not think that they are prepared for primary school. This is because of the law on compulsory school attendance).

Total number of children: 40;

Open from: 8:30 to 5:30.

From year to year, a varying percentage of children remain in school only from 9:00 until 3:30. This naturally brings about certain inevitable conflicts between the children, but this is a matter for decision by the parents and not by the school authorities.

The parents are generally young professional people — lawyers, teachers, doctors — whose incomes are still relatively low, and students — scholarship holders, a large number of them, foreigners. Their annual incomes vary from £2,000 to £6,000 per year (about \$5,000 to \$15,000 Can.)

3 - is privately owned and  
The school is not subsidized. However, the proprietor is a woman who for many years has dedicated herself to teaching and to social work. Her aims are social in nature, and profit is secondary.



Admission: no particular preference, but an effort is made to grant priority to children of single parents, divorced or widowed fathers, unwed mothers, divorced or widowed mothers.

Waiting list: One year or more depending on the time. Often parents register their child at birth.

School X was opened in 1954; previously, there had been a nursery for pre-school children run by the Department of Education and Science, but it closed in 1944.

Building: It was completely remodeled in 1964. Construction cost £10,000 (about \$25,000 Can.). The facilities include a one story building surrounded by a garden (unpaved) and a small single-family house where the owner of the school lives.

84 - The building in which the school is located is privately owned, but the proprietor has agreed to forgo any interest on his capital other than the rent, on condition that he receive a guarantee that his building will be occupied for several consecutive years, as specified in the contract.

Rent: £25 per week (about \$63.00 Can.)

Weekly operating

expenses..... £160 (\$400 Can.)

or £8,000 per year (\$20,000 Can.),

including:

food costs  
per week..... £1,200 (\$3,000 Can.)

heating costs  
per semester..... £40 (\$100 Can.)

staff salaries  
per week..... £100 (\$250 Can.)

Children's toys  
per year..... £100 (\$250 Can.)





It appears that the total sum of salaries in comparison with the entire budget is lower than in state schools (coming under the Ministry of Health, or the Department of Education and Science). On the other hand, School X spends more on toys since government standards require only £1 per year per child (\$2.50 Can.). However, it must be borne in mind that in state schools, there is almost always a Parents' Council that complements this amount through various annual drives organized in connection with school holidays, etc.

The school is open all year without interruption, exception being made only for official holidays in offices and industry.

Staff: One owner-director: salary varies according to the school's income. No real profits.

Three qualified nursery teachers who have completed their training.

Two student teachers (part-time).

One graduate teacher who is completing her training period.

One cook.

One part-time cleaning women.

One part-time gardener.

One part-time secretary.

The three qualified teachers are mothers whose children are in School X. They have two, three and four children respectively under five. The situation could create some discrimination among the children but an effort is made to keep this to a minimum.

As for the director, the situation is advantageous because it insures the permanence of the staff.



Required school fees. £ 3 per week for each child (\$7.50 Can.) (According to the director, in order to make a profit, it would be necessary to charge £ 14 (\$35.00 Can.), as is done in some similar private schools. The fees include: a hot noon lunch, a snack (fruit and cookies) with milk (milk is distributed free to pre-school children in Great Britain).

For some unknown reason, School X is not recognized by the Ministry of Health, according to the director.



Physical lay-out:

Main floor: Entrance, vestibule in which the children's cloakroom is located. Children's washroom. Three adjoining rooms in which one wall is of glass. (The partition can be opened or closed with sliding panels.) A (relatively small) kitchen with a separate exit into the garden.

Second floor: Two rooms, one serving as an office and the other as a teachers' lounge or rest room for sick children. A parlour where special activities are held: motion pictures, meeting parents, etc. The room itself is relatively small. A bathroom and toilets.

N.B. School<sup>(X)</sup> was constructed in accordance with government plans.

b) Interviews with teachers

The children are kept busy but are taught nothing. It is considered harmful to teach children who are so young and who should have every possibility to express themselves. All of the children are kept together, and are not separated according to age groups, although this demands greater supervision to prevent the older children from dominating the younger ones. An attempt is made to recreate the family atmosphere.

Results: The children are calmer when they go home in the evenings than those who spend the entire day with their parents. The children





fare better in primary school, even if they have only spent two years in nursery school.

Disadvantages: Some children from two to three years of age are very tired in the afternoons despite the rest period. Some children have difficulty in adapting themselves to group activities:

- a) storytime
- b) music - piano or records
- c) circle games
- d) singing

Handicapped children: Every year, one or two slightly handicapped children are accepted and the results obtained are extremely promising. Not only does the handicapped child adapt to the group but his powers of perception develop far more rapidly than might have first been predicted by his doctor.

Remarks: No distinction is made between the activities offered the girls or boys; if there are any differences, it is because the children have spontaneously chosen them.

Technical remarks: According to the Director of School X, the Montessori method is too strict and leads the youngster to "let off steam" in the home, which is prejudicial to family life. The method generally accepted in Great Britain is that which respects the momentary impulse of the child; this is considered preferable.

c) Interviews with parents -- 5 mothers --

All five mothers interviewed, four of whom work out-



side their homes, feel that their children are happier and better developed by being at school than by staying at home. One said she regretted the fact that letters and numbers are not taught.

### Personal observations

The mixing of age groups is purely artificial; the children divided spontaneously into two groups: from two to three years and from three to five approximately. The smaller children bother the older ones.

The retention of so-called free play is equally artificial. We noticed that, out of 36 children, only two were playing alone: the others were grouped around a teacher and were drawing, modeling plasticine or sewing under her supervision.

The staff members consider free play a work overload (continuous picking up of various objects, watching over children who are constantly moving from one room to the next, etc.).

Children's expressions: the majority seem to be enjoying themselves; some simply seem resigned.

### VISIT NO. 2 -

#### 2) Community service.

In London the Ministry of Health has 100 community service centres. There are similar centres in all the other large cities.

The centre we visited includes :

- A day clinic where doctors take care of babies, small children who do not need hospitalization and pregnant women
- A family aid and assistance bureau staffed by several social workers and four nurses, as well as part-time auxiliary personnel to mind babies and children





at home for varying lengths of time because of the health of the mother. The bureau also receives couples who want information on family planning (including information on birth control, as is clearly stated by a sign at the entrance).

- The centre also has a temporary creche where mothers may leave children under five for a few hours during the day.
- The centre's staff is responsible for inspecting 15 registered nurseries, 8 institutions for handicapped children and 9 Ministry of Health nursery schools<sup>1</sup> that take in 500 children from 8:00 A.M. to 6:00 P.M. daily.
- The centre also has the responsibility of watching over 650 families who receive aid in the home.

#### Setting

Borough of Camden -- the municipality is considered wealthy as it has a good number of commercial enterprises-- hence more taxes are collected.

Population: 250,000 inhabitants, 66% of them workers, skilled and unskilled.

Housing: Mostly apartment blocks.

The municipality has at its service: 45 trained graduate nurses.

The municipality has 12 Community Service Centres, some of which are very small and open only a few hours a day.

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1. According to interviews with Centre staff, the Ministry of Health is working to maintain integrated all-day institutions for pre-school children in each urban area having a population of 250,000. These standards are not always met and at any rate are insufficient in all but the well-to-do neighbourhoods.



The municipality has 63 registered institutions for pre-school children.

we visited

The creche of the centre is open 3 days a week from 9:30 to 12:00 and from 1:30 to 2:30; it keeps children and babies during that time in return for a modest fee (approximately 20c Can.) or if the parents cannot pay, free.

Purpose of the creche

Detecting emotional and other illnesses or disturbances in the child; helping mothers who do not work but who need a bit of free time to rest, shop, etc.

Supervision of the child's family situation (if the situation warrants).

Facilities for the crèche are very well organized. A large well-lighted room, various toys available.

Staff: 4 trained graduate nursery nurses who work for the Centre and take care of the creche part-time.

VISIT NO. 3 -

1) Institution under the Ministry of Health.

The institution is integrated, i.e. takes in children from one month to five years of age, divided into two groups: from one month to two years, and from two years to five.

Setting: The institution is located in a large park surrounded by a fence. There are two buildings, one for the nursery and the other a school for nursery nurses (future nursery teachers who are not authorized to teach in the primary schools).

The nursery school is divided into separate classrooms, their doors leading into the same corridor. At one end is the entrance, the cloak-room, the director's office and washrooms; at the



other end of the corridor is the kitchen, where meals are prepared for babies and small children. On the other side of the kitchen there are two rooms set aside for children under two.

Budget: The institution's expenses are £10 per week per child (\$25.00 Can.), of which £ 3.5 are on food (\$8.75 Can.).

School fees: The parents pay 6 shillings per day for each child and 5 shillings for the second child from the same family (72c . or 60c Can.). In general, the parents' contribution is enough to pay for food expenses within the school budget.

School hours: 8:00 to 5:00 for children whose mothers work and 8:00 to 4:30 or to 3:30 for others.

Distribution of pupils: 1/8 -- children over 2 --  
1/3 -- infants and slightly  
handicapped children of  
various ages.--

Purposes of the institution.

Medical and social. Protection of children from broken homes. Aid to parents in low income brackets. Adaptation of slightly handicapped children who do not require institutionalization to normal life.

Children's activities: as in most institutions, no teaching.

Staff: in keeping with the standards described in preceding chapters.

Auxiliary services: <sup>(bus)</sup> A service for picking up and taking children home.

Interviews with teachers.

According to the teachers we interviewed, this institution is exceedingly important in the social rehabilitation of families, the protection of children, assistance to slightly handicapped children, the detection of family problems,





etc, It is unfortunate that there is an insufficient number of these institutions to answer the need. This is why it has been necessary to establish a system of absolute priority admission for so-called <sup>social</sup> cases, which naturally creates an unfavourable situation for the resocialization of society.

Results obtained: It is possible to protect the child without placing him or her in a special institution. The child is allowed to remain at home and still receive the food, treatment, and training appropriate to his age. Better results in primary schooling. Aid to needy parents, single mothers and parents of slightly handicapped children.

#### VISIT NO. 4-

#### 2) Nursery School under the Department of Education and Science.<sup>1</sup>

Setting: the school is located in a municipality on the south side of London in a zone considered industrial but which, because of destruction during World War II and because of the needs of the people, has been reconstructed according to government plans.

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1. There are in London at the present time 20 pre-school establishments controlled by the Department of Education; some municipalities have none, others have some that were opened or maintained after the war as a result of pressure from the Communist Party and the unions. Generally speaking, it is estimated that, for the whole of London and its suburbs, only one percent of all children under five can attend these schools; it is also estimated that the demand from parents - working and non-working mothers alike - is 75% higher.



There are a relatively large number of modestly priced apartments. However, at the present time, they are inhabited not only by manual labourers but by white collar workers and young professional people as well.

In the entire municipality there are only four public establishments that receive children from 3 to 5 years old, and 10 primary schools with nursery classes.

The municipality has a population of about 280,000.

The number of pupils in this school is 120, divided into two groups of 60.

The school is open every day except Sunday from 9:00 to 4:00.

The first group of children come from 9:00 to 12:00, and the second from 1:00 to 4:00.

Children's ages: from 3 to 5.

Waiting list: 200 children. Approximately  $\frac{1}{3}$  come from families of professional status.

The parents are of different social levels -- about  $\frac{1}{3}$  of them receive state aid . This group includes working people who live in apartments paid for by the authorities (categories: single mothers, students).

The percentage of mothers working outside the home is 10%.

Division of the children into two groups poses a social problem. In general, professional people prefer sending their children in the morning, because the mothers do their housework in the morning and want to take the children out during the afternoon. On the other hand, parents from non-professional groups prefer to send their children in the





afternoon, because the mother goes shopping in the morning and does her housework in the afternoon. In order to respect the philosophy behind pre-school establishments, one of the main objectives being to mix various social classes for a great democratization of society, the director tries to keep the groups as heterogeneous as possible. The building and grounds belong to the Department of Education. The school was built two years ago and is considered ultra-modern. Construction costs, including the grounds, totalled £ 37,000 (\$92,000 Can.), but it would be possible to construct buildings fulfilling the same role for half the price, and this is being done. This particular case was a pilot experiment.

Operating budget: Maintenance, heating and lighting for the building are paid by the municipal educational authorities. There are no expenditures for food since children only receive milk in school. Staff salaries are paid by the Department of Education and Science, and auxiliary personnel salaries by the municipal authorities. The director receives £ 215 per year (\$537 Can.) for furnishings and toys. The Parents' Association generally succeeds in getting together the additional £ 100 (\$225 Can.) through different school events and other drives that it organizes.



School fees: Completely free, as in public primary schools.

School attendance: More than 95% for both groups.

Staff: Three qualified graduate teachers authorized to teach in the primary schools.

4 assistant teachers -- graduates, 2 years of advanced studies.

the director -- qualified graduate teacher,

fifteen years experience as a teacher in primary and nursery schools and kindergartens in one of London's most disadvantaged areas.

1 cleaning woman;

1 gardener;

1 secretary ( 5 hours per week )

Physical lay-out: A very large garden, one <sup>part</sup> of it paved and the other planted with grass and flowers. The building is constructed in a semi-circle ( See photos - appendix 3 ), and is a long construction which allows more window space, hence more light. On the grounds, various educational facilities, etc. for the children; some are for use in summer and others for both summer and winter. On the inside, the building is equipped with a good number of special installations constructed according to current educational thinking in the training of pre-school children, the most important of which are:

a basin for water games; a sand-box for indoor

games; a special table for modeling clay;

an experimental kitchen for small children;

sliding panels that the youngsters can move about



to build play houses; building blocks.

In addition, the rooms are more spacious and are not used as they are in schools which are open all day (the children do not eat in them or have rest periods. Hence, the closets are not used to store cots but to store games).

The profit-making schools regulated by the Department of Education and Science have appropriate material such as: plastic or wooden letters with which the child can form words on any flat surface; the same type of numbers allowing the child to add, multiply, etc.; maps; cards with pictures of flowers, animals, etc. that the children are asked to identify, and other educational toys.

#### Interview with the Director

The director feels that pre-school children should be taught to read, count and write through games, which encourage their interest in the various sciences, on an elementary level of course, without real academic pressure being brought to bear upon them. In her experience, the results obtained are more conclusive than those one can hope to obtain from pre-school establishments where only games are offered. However, this does not mean organizing actual classes, but rather suggesting the educational game in preference to others.

In her experience, children of professional parents learn faster and show greater intellectual curiosity because they are used to seeing books at home and being around parents who read. At the same time, however, it is the children of professional people who have the most emotional





problems. The director maintains that the mixing of children from various social levels is one of the best educational methods that can be used with pre-school children. In my opinion, it is urgently necessary to multiply the number of establishments offering pre-school education (nursery schools) because these schools and these alone:

- a) prepare children fully for primary school;
- b) obtain equality of school-readiness among children from various levels of society;
- c) truly awaken the child's curiosity.

However, the director is opposed to pre-elementary educational nursery schools that take children for three hours per day, and feel that the mothers should find some other way to take care of their children during the rest of the day.

#### Personal observations

- 1) The older children do not mix with the younger children.
- 2) The boys and girls play together.
- d) The children seem to have more fun than in the other schools that were visited, but it is practically impossible to draw any valid conclusions since the child's length of the stay in school is not the same, the type of child -- as regards family status -- is not the same, and the school building itself offers special advantages and interests.

### C O N C L U S I O N

#### Personal observations on the British pre-school system.

##### Structures:

- a) A decentralized system, very fragmented;
- b) leaves much room for voluntary initiative by groups and charitable institutions, which can always lead to abuses.

##### Financing:

Because of the extreme fragmentation of responsibility among the various authorities, the entire public



system costs more for both construction and operation.

Teaching methods:

- a) Vertical division is not conducive to the child's education. It appears from our personal observations and from opinions expressed by some teachers and parents that the younger children feel inferior to the older <sup>(ones)</sup> and the older ones feel that they are disturbed in their activities.
- b) The more advanced children leave their age group and mix with the older children. The result is that the younger children, who also group together spontaneously, become bored for lack of a leader, and can be interested in some activity only by constant teacher participation.
- c) the theory that it is unwise to offer the pre-school child educational activities for fear that this will hinder his development seems to be entirely unfounded. On the contrary, it appears that, according to some teachers and mothers of pupils whom we interviewed and to our own observations:

pre-school age children are very happy and proud to start learning to read and write, particularly when they are not obliged to do so.

Social aspects:

- a) as regards protection of poor or disadvantaged children, extremely interesting and valid





results have been obtained:

- 1) A breaking away from "traditional poverty" in some families who for health or other reasons have remained on welfare for two or more generations.
  - 2) Better regulation of the child's family situation.
  - 3) Closer check on sanitary conditions.
  - 4) Better preparation for academic training and a reduction of scholastic failures, which in the long run, can result in juvenile delinquency.
- b) As regards assistance to mothers:
- 1) Chance for the single mother to keep her child and to raise him or her in acceptable conditions.
  - 2) Help to parents in adapting a child who is slightly handicapped physically or emotionally to a normal life.

General remarks:

During World War II the public authorities demonstrated that it was possible to organize a relatively complete network of establishments for pre-school children and that it was possible to do<sup>so</sup> under particularly difficult conditions.

At the present time, the authorities believe that:

- 1) pre-school education and child care costs the government too much.  
True, the cost for construction and operation of establishments for pre-school children is higher than for a primary school.
- 2) Married women and mothers who work threaten to raise unemployment, and it is preferable



for the national economy to induce them  
whenever possible to remain at home.

Most recent tendencies and future plans.

1) The Plowden Report.

The report states that the number of schoolastic failures is too high and that, in order to correct this, the very basis of compulsory education must be reorganized, i.e. the primary school.

The Plowden report on education recommends:

" that primary education should start gradually without a sudden transition from home to school."

The Reports suggests that,

"once there is nursery provision for at least the 4-year old child, there should be a single annual starting date for primary schools in the autumn term following a child's fifth birthday. Attendance at a nursery group would be permitted for the first term of the primary school year and part-time school up to the age of six would be permitted. Until a full year of nursery education was available for all who required it before the start of formal school, however, a short-term plan for a twice-yearly entry to primary school preceded by optional part-time schooling is suggested."

2) The Department of Education and Science is beginning to create pilot institutions in some areas of the large cities, of which one, set up in London in 1967, is in the process of trying a very interesting experiment.

This experimental school accepts children from 3 to 9 years old. The schedule is from 9:00 to 4:00 although some children only remain two or three hours.



From the results obtained over a given period, it will be decided whether or not to open several schools of this kind.

It is urgently necessary to decongest the lower grades in the public primary schools, which are now overloaded because of the increase in the number of immigrants, <sup>(a)</sup> large percentage of whom have small children, and because of scholastic failures, which keep some children in the same class for two or three years, and thus reduce the space available for others.

Today, in the first and second grades of some public schools, it is impossible to accept new students and it is necessary to send them to schools that are relatively far from their homes, or to make them wait until the second or third term. This situation cannot be tolerated since it threatens the concept of compulsory school attendance.

It is in the light of all these factors that the idea of education for pre-school children is now being reviewed.

After years of considering the pre-school cycle as a form of social work, one begins to wonder whether, in the framework of present day thinking about the family and our modern way of life, it should not become educational.

Indeed, only the educational objective will allow the elimination of differences between children of various social levels, and will overcome the traditional reputation of pre-school establishments as primarily a refuge for social cases.





PRE-SCHOOL SYSTEM BASED ON THE INITIATIVE OF CIVIC-MINDED  
GROUPS WITH GOVERNMENT ASSISTANCE.

D E N M A R K

PHILOSOPHY: Protection of children plus social assistance



15- A.- 1.- HISTORICAL DEVELOPMENT OF THE DANISH SYSTEM.

This system works primarily through non-Profit-oriented private initiative.

Pre-school institutions were first introduced in Denmark in about 1820 and children's homes were founded towards 1830. These institutions were built near churches and were financed by the religious authorities. The clergy was extremely powerful in Denmark and nearly the entire population -97% - belonged to the Evangelical Lutheran Church, as is still the case today.

Originally, the primary aim was to protect deprived children and to provide the very young with proper nourishment.

Later, this work was taken up by non-religious groups as well but, until 1919, they did not have sufficient funds to carry out this task. In 1919, Parliament agreed to grant them subsidies. It was not, however, until 1945, after World War II, that legislation was enacted to standardize these subsidies and authorize municipal and departmental officials to distribute them according to need.

6- The development of private pre-school institutions was further facilitated at that time by the availability of low-interest loans under different laws and regulations governing residential construction.

The State did not want to involve itself directly in a uniform and structured system of education and care for pre-school children. Instead, it preferred to encourage private charitable organizations to do so. Nevertheless, the authorities soon realized the importance of offering protection to children, for both economic and demographic reasons.





Between 1940 and 1950, four factors accentuated the problem: the increased birthrate, the exodus from rural areas, growing unemployment and the housing crisis in the large urban centres, particularly in Copenhagen.

The Danish economy really began to expand after 1950 and this expansion was accompanied by a prodigious leap in industrial production.

#### ECONOMIC AND LEGAL STATUS OF THE MARRIED WOMAN.

This economic expansion has brought about a remarkable increase in the number of employed women.

The decrease in farm labour, a large percentage of which was female, has not been balanced by a corresponding increase in the number of women employed in industry, but the number of professional women has increased.

Between 1930 and 1960, the percentage of adult women in the professions rose from 29% to 42% and, within these figures, the number of married women more than tripled.

The number of married women in domestic employment dropped by about two thirds, but at the same time, the number of single women employed increased considerably.

In the urban professions, the number of employed women more than doubled while the number of men grew by only 60%.

This transition in female employment has led to an overall increase in the percentage of women in the urban professions, from 25% in 1930 to 30% in 1960.

Since 1955, the increase has been general in all professions and has been regular throughout the entire 30 year period. About 40% of the increase in women workers in the urban professions is concentrated in the public sector and the liberal professions, where one half of the employees are now women.



Practically speaking, this means that the number of women with high school or, more particularly, university education has increased considerably, with the result that they now exercise a very real influence upon the labour market, much more so than they did immediately after the Second World War.

In addition, Denmark has led most European countries in granting certain rights to women through legislation:

- 1875.....Women admitted to University.
- 1899.....Married women received legal majority.
- 1903.....Women received the right to vote in parish and  
municipal councils.
- 1908.....Legislation on children born out of wedlock, favourable  
to the unwed mother.
- 1915.....Women received the right to vote in legislative  
elections.
- 1919.....Wage parity with men granted in public service.
- 1921.....Equal access for both men and women to government  
employment.
- 1922.....Law enacted on minority and guardianship, giving  
guardianship of children to both parents jointly.
- 1924.....Mrs. Nina Bang became Minister of Education.
- 1925.....Equality of rights and obligations for both husbands  
and wives.
- 1937.....Children born out of wedlock given equal footing  
with legitimate children as regards names and rights  
of successions, among others.
- 1947.....Women obtained the right to be ordained.
- 1953.....The new Constitution granted women the right to  
succeed to the throne.





It would, however, be erroneous to imagine that these laws have modified to any extent the traditional view that woman's place is in the home. Generally speaking, Danish society still holds to the belief that the wife and mother who works cannot serve the best interests of her children; and in some instances she is even considered a threat to the national economy.

Memories of the depression are still too vivid, at least in the minds of certain age groups, for the fear of a possible recession and unemployment to disappear completely.

Of course, the effects of direct progressive taxes, which are relatively high in the upper income brackets, are even higher for a married couple when both members work. This is why some of the professional people to whom we spoke felt that it was not profitable for married women to pursue a career. Mothers cannot deduct the cost of babysitting from their taxable income, and their earnings are not high enough to justify the complications that arise from their absence from home.

We must also bear in mind the fact that compulsory education starts at seven in Denmark, that in primary school, the child spends twenty hours, and later thirty, per week and when he or she reaches secondary school, thirty-six hours. Practically speaking this means that children spend only half the day in school, i.e. from 8:00 A.M. to 12:00 or from 9:00 A.M. to 1:00 P.M., and that they must be looked after for the rest of the day.

#### SINGLE SALARY ALLOWANCE.

The officials of the Ministry of Social Affairs whom we interviewed feel that it costs the state too much to pay for the various services that protect or look after pre-school or school-age children who have to be supervised when not in school. According to recent figures, it appears to be more profitable to pay women a special allowance to remain at home than to organize a pre-school.





system that would be open to all.

A survey is presently underway with a view to drawing up adequate legislation, but it is still extremely difficult to set financial norms for such allowances, which, in some cases, to be effective, would have to be very high.

We might also add that strong opposition to this measure has appeared in Parliament because some parties maintain that it will restrict the liberty and rights of the individual.

Composition of the present government (Folketing)

(From September 22, 1964)

	<u>Number of seats</u>	<u>Number of votes</u>
Social-Democrats.....	76	41.9%
Radicals.....	10	5.3%
Conservatives.....	36	20.0%
Liberals.....	38	20.8%
Georgists.....	0	1.2%
Socialist People's Party	10	5.7%
Communists.....	0	1.2%
People's Pacifist Party	0	0.3%
Danish Assembly.....	0	0.3%
Independents.....	5	2.4%
Faeroe Islands.....	2	-
Greenland.....	2	-
Schleswig Party.....	0	0.3%

Of the thirteen Parties represented, six are prepared to vote for the single salary allowance, but four oppose it - the leftist parties and the members for Greenland.

The party in power, the Social-Democrats, seem <sup>(to)</sup> instead favour the creation of a planned pre-school system that would come under the Ministry of Education. However, the creation of such a system poses appreciable problems.

Primary and secondary education in Denmark was

to remain raised to

remained six six

controlled by the clergy until 1850. The primary schools remained independent of the secondary schools until very recently, and actual co-ordination and integration of the primary and secondary cycles took place only in 1958. Present thinking is that all available resources should be used at this level.

## 2.- PRESENT SOCIAL AND ECONOMIC BASIS FOR THE PRE-SCHOOL SYSTEM.

At the present time, compulsory education begins at seven and lasts only seven years, i.e. to the age of fourteen.

A recent report by a government commission appointed to revise curricula suggested that the age for admission to primary school be lowered by adding one or two pre-elementary classes which, at <sup>some</sup> point in the future, could be integrated with the compulsory primary cycle. This new policy has already been applied in some institutions, as we shall see in Sections B and D of this chapter, but the budget of the Ministry of Education is not large enough to allow generalization of this experiment, which to date has received only isolated application.

The Ministry of Education receives only 19% of the entire government budget, as compared with the Ministry of Social Affairs, which receives 45%.

It should also be borne in mind that the Ministry of Education is traditionally neither omnipotent nor omnipresent in the field of education. Several sectors do not come under its authority, <sup>(but)</sup> are governed by various other ministries that control specialized studies, agriculture, for example.





However, pressure from voters, and especially from young intellectuals and representatives of the middle class, is making itself increasingly felt, for it is precisely in these groups that the need to lower the school age is felt most strongly.

In the first place, this is where we find the greatest number of married women who have technical or university background and who wish to use it by working outside the home without being plagued by a "feeling of guilt" towards their children, a phenomenon dealt with by several Danish psychologists.

This group also includes those who have no income other than their salaries or fees and who are especially affected by the housing shortage since they cannot take advantage of the social measures intended for the deprived classes. They also have more developed intellectual tastes and their ideas on educating children are not always in agreement with current official thinking.

This group of the population feels that children of 5 or 6 are perfectly capable of going to primary school, as they do in Great Britain.

It should also be emphasized that, in the large cities, like Copenhagen, the houses that are located in the centre of town are often very old; apartments are often too small for a family of more than four, and these problems become even more difficult because of the scarcity of domestic help and the relatively high wages asked by those who do this type of work. Hence, current thinking on educational policy is dictated by both educational and economic reasons.



B.- NUMBER AND TYPES OF PRE-SCHOOL INSTITUTIONS AVAILABLE.

Officially, all establishments for pre-school children are designated as "preventive services for the benefit of children." This definition would seem to suggest a planned and structured state system, but this is not the case. Pre-school institutions depend mainly upon private initiative and more than forty private charitable organizations, of which the most important are:

1- Smavirkende Menijsbanehaver.

This association was founded by religious authorities; it is the oldest and has the greatest number of institutions of all kinds for pre-school children. The schools are generally located next to a church.

2- Free Kindergartens.

This association is free of all religious ties and maintains close relations with the governing Social-Democratic Party.

3- Red Barnet (Save the Children Fund).

Founded after World War II to aid deprived children not only in Denmark but in all the war-ravaged countries of Europe, in Eastern Europe, and in Africa.

In Denmark, it supports some 50 establishments for pre-school children.

4- Danish Red Cross

(Two establishments).

5- Danish Salvation Army.

6- Christian Child Welfare Association.

7- Young People's Welfare.



8- Jutland Child Welfare Association.

9- Catholic Parish Societies.

According to the official philosophy, institutions for pre-school children should offer a place for them to go during the day so that they will not have to be put in a foster family or home. These institutions also allow the authorities to detect diseases and social problems more readily, and ensure that children of deprived families receive at least one or two meals per day, as well as milk and fruit.

On the other hand, Denmark preceded its European neighbours in setting up pre-school institutions for children from rural communities, through <sup>the</sup> work of the clergy. The primary aim was to protect the children of farm workers who raised sugar beets, to prepare the child for school and to prevent their parents from forcing them into work beyond their years.

Nowadays, because of the exodus from rural areas and the industrialization of the country, these rural institutions are much less numerous, although a certain number have remained open in places where small local industries requiring a large proportion of women employees have developed.





Latest statistics indicate the following number  
of institutions in Denmark:

TABLE NO: V

Preventive services for the benefit of children

	Number of institutions			Number of Places			1
	1963	1964	1965	1963	1964	1965	
Total number of institutions recognized...	3,094	1,169	1,292	-	-		47,100
Day nurseries (0 to 2½ years) (Vuggestuer).....	130	131	133	4,607	4,624		4,680
Nursery schools (2 to 7 years) (Børnehaver).....	632	656	704	29,494	30,455		32,408
All-day nursery schools (3 to 7 years) (Heldagsskoler).....	1	1	1	130	same		same
Recreation centres (7 to 14 years) 2 (Fritidshjem).....	164	164	172	9,393	9,394		9,882
Youth clubs (7 to 18 years) (Fritids-og ungdomsklubber)	215	217	227		Variable		



NOTES ON TABLE V ON PRECEDING PAGE:

1. The authorities feel that the number of institutions for pre-school children has increased rather rapidly over the past five years as compared with earlier periods. This tendency seems to have begun in 1959-1960 because of the new interest rates on construction for social or public purposes.
2. The Recreation Centres and Youth Clubs are for school-age young people whose parents work. Children in the lower grades of primary school attend classes for only four hours per day, those in the higher grades for six hours and high school students for a maximum of only seven hours per day. In the afternoons, then, young people must have ~~some~~ place to go, preferably institutions that are prepared to take them in and supervise them.

The development of the various establishments, such as Recreation Centres and Youth Clubs, is explained by the exceptionally short school day as compared with other Western nations, but also by the increase in juvenile delinquency, particularly in the form of the use of drugs and petty theft.

3. All "recognized" institutions for children must meet standards prescribed by the Ministry of Social Affairs in order to receive subsidies. The unrecognized institutions generally offer lower quality facilities and care and receive <sup>no</sup> aid from the state.





There are also a certain number of privately owned profit-making pre-school establishments which are open half-days; their registration fees are relatively high. No count has been taken of these institutions, and they are not included in the following table:

TABLE NO: VI

Unrecognized preventive services for the benefit  
of children

	<u>Number of</u> <u>institutions</u>			<u>Number of</u> <u>places</u>		
	1963	1964	1965	1963	1964	1965
Total.....	81	80	85	Variable		
Day nurseries (0 to 3 years) (Vuggestuer).....	1	1	1	10	10	10
All-day nursery schools -69- ages: 3 to 7 years..... (Bornehaver)	69	69	71	1,835	1,769	1,789
Recreation centres (7 to 14 years or over) Fritidshjem).....	1	1	1	31	Same	Same
Nursery schools (3 to 7 years) (Legesteder).....	5	5	7	104	115	155
Playgroups (3 to 7 years old) (Skrammellegepladser)	5	4	3	Not counted		20



This table clearly shows that the number of unrecognized institutions is not increasing, but this is not because of a decrease in the demand since the number of places is still inadequate and the waiting lists are long, but because of financial difficulties that are almost insoluble without the assistance of the public authorities and the state.

In addition to the institutions shown on statistical tables V and VI, there are also a certain number of institutions that take in children as boarders; this list is shown in table VII. Table VIII gives statistics concerning the placing of children in foster homes and the supervision of children who remain in their families.



TABLE NO:VII

	<u>Number of institutions</u>		<u>Number of places</u>		<u>Number of children</u>	
	1963	1964	1963	1964	1963	1964
Total number of recognized children's homes (Anerkendte Hjem).....	322	317	8,712	8,564	8,415	8,203
Infant's homes (0. to 2 years) (Spedbernehjem).....	48	48	1,348	1,351	1,307	1,258
Total number of homes for children (from 2 to 15 years) (Hjem for børn i alderen).....	197	199	5,352	5,346	5,234	5,238
Reform Homes (Optagelseshjem).....	34	35	1,071	1,087	1,017	986
Observation Homes (Iagttagelseshjem).....	8	8	271	264	282	262
Children's homes (Almindelige børnehjem)...	119	117	3,011	2,913	2,936	2,899
Boarding schools for maladjusted children under 14 years (Skolehjem).....	3	6	160	249	163	250
Treatment homes (Behandlingshjem).....	9	9	202	200	205	201
Homes for retarded children (Sinkehjem).....	15	15	434	430	432	437
Homes for mentally retarded children (Hjem for andssvage).....	9	9	203	203	199	203





	Number of institutions		Number of places		Number of children	
	1963	1964	1963	1964	1963	1964
Total number of youth homes (14 to 15 years) (Hjem for unge).....	77	77	2,012	1,867	1,814	1,707
Reform and observation homes (Oplagelses-og dagtagelseshjem).....	27	22	646	575	634	565
Boarding homes for apprentices (Laerlingehjem).....	18	17	514	488	449	457
<sup>home</sup> Schools of economics (Oplæringshjem og husholdningsskoler)....	4	4	111	108	81	77
Youth homes (Ungdomshjem).....	8	9	281	280	229	207
Homes for retarded chil- dren (Fredehjem).....	12	11	323	290	297	271
Homes for mothers (Mødrehjem).....	6	5	72	61	61	53
Youth pensions (Ungdomspension).....	2	2	65	65	63	77



Table VIII

Children placed under supervision outside their  
families

Total.....	5,296
Placed in families that are paid for their services (children under 14).....	3,604
Placed in families <sup>1</sup> that are not paid for their services.1.....	769
Under state supervision (children under 7. illegitimate children).....	12,435

Children placed under supervision<sup>2</sup>  
within their families

Receiving special allowance from the state (Illegitimate children - 7 to 17).....	4,176
Receiving special allowance from the state (Legitimate children).....	4,526
Children under the supervision of a guardian.	2,810 1,141
	(boys) (girls)

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NOTES TO TABLE VIII ON PRECEDING PAGE:

1. After World War II, some Danish families volunteered to take in orphans or small children whose parents had undergone particularly severe suffering during the war or who had been killed. Legally, these families could not adopt the children and had to return them to their rightful parents or homes upon request.

At first, most of the children were from Eastern Europe, i.e. Poland, Hungary etc.; however, since that time, they have come in particular from underdeveloped countries. At the present time, the authorities are examining the possibilities of placing a certain number of Vietnamese children in Danish families.

However, it is to be noted that this kind of help to deprived children has brought about much emotional drama, because the children become attached to their foster parents, who cannot legally adopt them. Discussion is now underway on amendments to the law which would permit legal adoption with the consent of the natural parents.

2. The law requires that any children without a father, i.e. whose mother is unwed, widowed or divorced, must have a guardian appointed by the authorities. These guardians may be social workers or simple ordinary citizens who wish to perform this type of work without pay.



In Denmark, compulsory education lasts only to the age of fourteen. At that age, children may be placed in businesses that accept apprenticeship labour or on farms. Needless to say, the practice of placing young people in homes in return for money leads to abuses, just as placing adolescents in shops or on farms can lead to experiences which may leave permanent marks on the child's personality.

In short, we can say that the placing of children in foster homes (with the exception of those homes that accept them for humanitarian reasons) is organized along lines comparable to those in Canada.

Placing the child in industry as an apprentice or on a farm is an outdated concept of dubious social value.

Furthermore, there is presently some discussion as to whether or not compulsory education should be lengthened by one or two years. These discussions are taking place both on the governmental levels and in pressure groups, such as the unions.

An interesting part of the Danish system of child care is the guardian system, and thus, although it is not directly connected to the subject of pre-school institutions, we shall describe it briefly. It should be pointed out that in all these institutions, the number of places available is lower than the number of applications and a guardian's intervention is often absolutely essential if the child is to attend one of them. Today, guardians are responsible for 3% of all children and young people under 18 years of age.

Children born out of wedlock must be reported to the Mothers Aid by the mid-wife or doctor so that legal action may be taken to determine the father's actual or possible identity.



This report is submitted to the Child Welfare Committee which then establishes supervision on behalf of the child until he or she reaches the age of seven. The Committee may continue its supervision of the child until his or her fourteenth birthday and is required to do so in the case of a mother receiving "maintenance payments in advance", a special allowance for unwed mothers without adequate means.

Supervision must also be exercised over legitimate children who are receiving pensions as the children of widows or "advance maintenance payments" from the Social Welfare Bureau in cases of divorce, legal separation or simply separation of the parents (not confirmed by the Courts); and lastly, it is possible to supervise children whose parents are receiving special permanent community aid or "help to the poor".

Nevertheless, the Committee is authorized to discontinue its supervision when individual circumstances allow.

Supervision may be performed either by volunteers or by paid officials; the latter are employed by the larger municipalities and must have two or three years of special training in a college of education. . Women are preferred for the supervision of small children under the age of seven. When the child is less than 12 months old, it is preferable to appoint a woman baby specialist.

The guardians are required to visit the children frequently in their homes without notice and they may ask to examine the child's room as well. They advise the parents and see to it that the parents fulfill their responsibilities toward the child; if they do not, the child may be placed in a foster home.





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Originally, this system of child supervision was intended to regulate the sanitary conditions under which children had to live in certain deprived areas. Today, it is aimed more particularly at protecting the child's personality, morals and education, or, when the child is maladjusted or delinquent, at helping both the parents and the child.

The system is only used in problem cases and does not apply to the rest of the population.

B.-1. FINANCING AND REGULATION OF PRE-SCHOOL INSTITUTIONS.

The participation of the public services in the expenses of operating various institutions for pre-school children reflects to some degree the thinking and goals of the government. In Denmark, the government prefers to encourage private non-profit-making enterprise rather than to take direct responsibility for these establishments.



It is felt that private enterprises govern their budgets better than public enterprises and that they are also more efficiently administered. This theory corresponds closely to Danish thinking which has long held a deep distrust of state control.

The government grants subsidies for the construction of pre-school establishments under the following conditions:

The municipal or community authorities submit a request showing the need for such an establishment. The minimum number of children is 20, or one group, since a group, according to the regulations, cannot exceed 20.

If an inspector of the Ministry of Social Affairs considers the request justified, the Ministry then grants 40% of the total amount; the local authorities pay 30% and, in most cases, provide the land; the rest may be borrowed from the Mortgage Bank of the Kingdom of Denmark at a rate of 8 to 12%. This loan is guaranteed by the state.

In institutions for pre-school children who are not underprivileged, the state may grant a subsidy of up to 20% of the total sum, but such subsidies are rare.

In the case of institutions for children of school-age or even older, student centres, recreation centres, youth clubs, and the like - the state usually grants 40% of the building expenses, and 35% is furnished by the local authorities.





Since <sup>approximately</sup> 1961, however, several profit-making organizations have preferred to deal directly with low-cost apartment builders instead of requesting State aid: they go about this in the following way:

The contractor agrees to provide facilities in the building which meet the standards set by the Ministry of Social Affairs, and the organization agrees to set up the school and to pay rent. These agreements have become so frequent that, since 1961, the state has given higher subsidies for the construction of apartment housing in the suburbs of large urban areas. More and more apartment buildings of this kind are now being built by the unions and co-operatives.

From 1962 to 1963, the total expenditures of the Ministry of Housing were 129,600,000 Kr. (approx. \$18,514,000 Can.) of which 69,500,000 Kr. (\$9,785,500 Can.) were allotted to housing aid legislation, 5,100,000 Kr. (\$728,500 Can.) to building legislation and slum clearance and 44,700,000 Kr. (\$6,385,000 Can.) to state building projects.

Thus, we can conclude that the amount spent to assist construction was greater than that spent on construction by the state itself.

It is estimated that construction of an institution for two groups of 20 pre-school children each costs <sup>about</sup> 500,000 Kr. (approx. \$71,000 Can.), while installation of this same institution inside an apartment building costs about 350,000 Kr. (approx. \$50,000 Can.) or far less.



45- However, it should be stressed that on a long term basis this solution has some notable disadvantages. When tenants first move into this kind of apartment building, many have very small children; however, six or seven years later, this is no longer the case. Among the various buildings that we visited was one in which the former nursery had been converted into a workshop for the tenants, as the children had outgrown it. This converted nursery is not accessible to pre-school children living elsewhere because the apartment building is surrounded by playgrounds and is relatively far from other apartments.

The operating expenses of pre-school establishments are paid by the state (40 to 45%), local authorities (30 to 35%) and the parents (30%). For tuition fees, the parents are classified in two groups. The first group pays 125 Kr. per child per month (approx. \$17.85 Can.), with a discount for the second or third child from the same family. The second group pays only half of this amount; the rest is paid by the municipality or commune.



7- Copenhagen's pre-school nursery and the nursery classes that have developed mainly in the Esbjerg public schools (although there are five in Copenhagen) were built to the same specifications as all public schools under the Ministry of Education and are inspected by the educational authorities.

The expenditures of the Ministry of Education for these pre-school institutions are included in the education budget.

During the 1962-63 fiscal year, the public authorities spent 86,000,000 Kr. (\$12,285,714 Can.) on "preventive services for the benefit of children"; of this amount, 48,000,000 Kr. (\$6,857,142 Can.) came from state funds. This sum was divided up among the following institutions:

4,634 places in 130 day nurseries (ages 0 to 2 or 3 years);  
 32,021 places in 720 nursery schools (ages 2 to 7 or 9 years);  
 9,383 places in 166 children's recreation centres (ages 7 to 14 years);  
 30,515 places in 253 youth groups (ages 7 to 18 years).

	—	—
TOTAL	76,553	1,269

8- In a country where annual government revenue totals about 14 billion Kr. (\$2 billion Can.) this represents 0,1.6% (sic).





As for Greenland, which became a territory of the Kingdom of Denmark in 1953, and has been administered by the Ministry of Greenland since 1960, no statistics on the care and upbringing of pre-school children have been collected.

However, according to information furnished by the Red Barnet Association (Save the Children Fund) which maintains 4 institutions for pre-school children in Greenland, the results that have been obtained up to now are extremely promising. It has actually been proven that the adaptation of Eskimo children to the school system is much easier for those who have spent two years in a pre-school institution. On the other hand, the need for these institutions is growing rapidly as the number of mothers working in the fisheries increases from year to year.

The annual budget of the Red Barnet Association is 6 million Kr. (approx. \$85,000 Can.) and one third of this sum is allotted to its schools in Greenland, i.e. 2 million Kr. At the present time, besides the Red Barnet Association, two other private associations maintain institutions for pre-school children; and the Danish Red Cross has set up two centres for children with tuberculosis.

## 2.- PHYSICAL LAY-OUT OF FACILITIES IN PRE-SCHOOL INSTITUTIONS.

The Ministry of Social Affairs has drawn up detailed specifications for these institutions, but the nature of the



facilities varies with the age of the school. In most cases, there is a central corridor which divides the rooms with the kitchen in the centre separating the small children's section (0 to 3 years) from the older children's section (3 to 7 years). In both sections, the rooms are adjoining and the children are not separated according to age.

Modern institutions, which are only rarely in prefabricated buildings, are always well lighted and very functional. Each one is surrounded by a large garden or playground which is divided into two parts, one for infants (under 3) and the other for older children. The buildings are long and narrow so that the inside receives as much light as possible.

The inside walls are done in washable paint and only wood coverings are used for the ceilings, for better insulation and soundproofing.

The children's toilets are always separated by half-partitions to allow privacy. The folding beds which are used for the children's rest period are stored in closets that the children themselves can open (even the 5 or 6 year olds). Each child has his own small cupboard in which to place his things. Each school is equipped with a "junior" kitchen for children (boys and girls) who want to use it under supervision. (For more details on the physical description of the schools, see Section D which describes the institutions visited.)





3.- CHILDREN'S ACTIVITIES.

According to the theories that guide the Danish pre-school institutions, teaching children under 7 to read, write and count is dangerous. It is believed that the child under 7 should play as he wishes and that the role of the teacher should be limited to supervising, reading stories and playing records for the children. Nevertheless, Danish children are given many toys designed to arouse their curiosity.

While on this subject, it is worth noting the intelligent use made of various materials such as plasticine, clay, dry and wet sand, paints and especially wood. Modern institutions always have a work bench where the children can cut, sculpt and paint blocks of wood. Teachers maintain that these are exactly the kind of games that allow the child to release his aggressions, which, if pent up, can cause emotional problems. However, upon visiting these institutions, we had the impression that the children, especially those between the ages of 5 and 7, were very bored and did not know what to do with themselves during their free time, particularly since they were no longer required to take the afternoon rest which is compulsory for the younger ones.

A small percentage of these children were drawing and playing; the other children, especially those between 5 and 7, would wander from one place to the next, sometimes attempting to play with the younger children.



But it is certain that the theory of free expression by the child and the chance he has to follow his own spontaneous desires imposes a constant effort upon the staff, especially with the relatively older children in the 5 to 7 year old bracket.

Ideally, each group of 20 children should be aided and supervised by one teacher and an assistant or child care officer, whereas for small babies, the same personnel is required for a group of 15.

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C.- STAFF

1- TRAINING STAFF FOR PRE-SCHOOL INSTITUTIONS

The official program for training staff in pre-school institutions is very recent. Because of this fact it is very difficult to appreciate its value. It was released only in 1963, but it has not been implemented uniformly in all establishments. In this field, as in that of pre-school institutions, traces are still found of the traditional independence so characteristic of the Danish attitude to the state.

At the present time, there are 17 training colleges for "nursery school teachers" under the authority of the Ministry of Education. Present plans call for more than 20 in 1972 since student demand for them is high. There are also 13 independent institutions and 5 institutions which are under the Ministry of Social Affairs.



The applicant for admission to one of these schools must:

- be 21 years old; however, some schools accept students at 18;
- have completed 9 years of primary and secondary school, however, some schools require only seven;
- have completed a one year training period, six months in a private or public institution for pre-school children and six months in a private home caring for one or two children.

Given the shortage of places in nursery schools, day nurseries, etc., the students often have to spend longer periods in private homes. However, according to the directors of the teacher training colleges whom we had a chance to interview, this practice is undesirable because the experience that these girls receive is often limited to the most elementary household duties.

Once admitted to the school, the student spends three years (present plans are considering extension of this to four years). The student should be strong and healthy, have a good command of Danish and love children. Annual tuition is 700 Kr. (\$100 Can.) and books cost 100 Kr. (\$14 Can.), but all students can obtain grants which cover slightly more than half the cost of food and lodging.





5- Most students are female; there are rarely more than 1.6% men in these courses. There is also a certain percentage of married women, mothers of families, who want to return to the working world. Usually they are allowed to take an accelerated course in view of their practical experience.

According to available statistics, all of the students finish their studies and then go to work for a certain time; later, however, a certain number leave the profession when they marry or move away.

Up to the present time, there have not been enough places available in the schools; out of 500 applications, only 100, or one fifth, are accepted, which shows that many young women students are interested in receiving this kind of training even though it does not entitle them to teach in the primary schools.

The students are divided into two groups:

Future teachers;

Future child care officers.

Nursery school teachers begin their training in the same way as do the child care officers (who in private nurseries are often called assistant teachers, which makes it difficult to distinguish them from student teachers), but they must have 9 to 10 years of education. Some of them receive their training in one of the state's continuation



colleges, which have both entrance examinations and a final examination. If students do not pass this last examination, they are required to take extra courses, usually for 5 months, in the same college.

Only nursery school teachers are allowed to continue their studies to become primary school teachers in the compulsory primary school system or assistant teachers in primary school. The child care officers are required to have completed 7 years of school before beginning their training, which is more practical than theoretical. (For more on this subject, see the information on curricula).

#### Curriculum.

The child care officers take care of infants from the time of birth to three years of age. They take the following courses:

#### Humanities and sciences:

The following courses are stressed:

political science and civics;

general psychology;

sciences: anatomy, physiology, bacteriology;

individual and community health (including sex hygiene).

mental health in adults.

Included in the general curriculum:

Danish literature;

foreign literature;

Swedish language;

history of art or art appreciation.





Basic theoretical courses:

The main subjects are:  
child development;  
child psychology;  
educational psychology;  
individual psychology;  
study of motivations, tests and measurements;  
research methods for the study of children;  
health of the pre-school child;

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Basic theoretical courses (cont'd.):

professional ethics;  
developing a curriculum;  
family-school relations;  
family and child legislation;  
community organization.

There is also special training in teaching children who are physically handicapped, maladjusted, mentally retarded or underprivileged.

The general courses also include:

history of education;  
theory of teaching.

Teaching methods: The subjects under this heading include:

children's literature;  
the art of storytelling.



Practical skills: Emphasis is placed on such things as: modeling clay, sculpture, drawing and painting, cutting out paper, pantomime, puppets, singing, musical instruments such as the marimbas and drums, and rhythmical movement.

The general courses also include: woodworking and putting on theatrical plays.

Practical experience: Practical experience included in the program, over and above that required for admission, includes observation in a school for small children (6 years and under), and in hospitals and orphanages, plus reports on one particular child in a nursery school, and complete responsibility for a group within the framework of the training included in the course of studies. Practical experience is acquired in day nurseries, community centres, nursery schools, children's homes and children's hospitals.

Relative importance of subject matters Approximately 70% of the training is devoted to practical experience; the other 30% is centered on the humanities, the sciences and theory.



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In order to prepare the students for effective co-operation with parents, a training session takes place with the families of young children. Co-operation with community organizations that care for young children is one of the specific aspects of this training.

As for nursery school teachers, who will teach children between the ages of 2 and 7, the training they receive is divided as follows:

50% practical experience;

5% humanities and sciences;

20 to 25% theory;

5 to 10% teaching methods.

Lastly, the study program includes lectures given by specialists, seminars, and special social and cultural activities. Sessions with psychiatrists, psychologists and counsellors are arranged for those students who intend to work in children's hospitals.

However, according to the psychologists and teachers whom we met, these programs ~~for~~ child care officers and teachers are not sufficient and need further improvement. We were told that the graduates did not receive the same training as their counterparts in Great Britain, where the high level of training is internationally recognized.

The teaching staff which trains child care officers





and nursery school teachers always possesses an academic background and in general teaches only part-time in this type of school.

Refresher courses are available for all graduates, whether child care officers or teachers, who leave their work and then come back to it after some time. The courses generally last 10 months, but can be taken while working. They are given for teachers at the Danish High School of Social Work in Copenhagen and for child care officers by the Nursery School Teachers Association, which receives annual subsidies for this purpose from the Ministry of Social Affairs.

62- Annual salaries for child care officers vary from 20,000 Kr. (approx. \$2,850 Can.) to a maximum of 37,916 Kr. (\$5,400 Can.) after 15 years service. They belong to the Danish Social Workers Association.

The annual salaries of nursery school teachers vary from 17,000 Kr. (\$2,400 Can.) to 40,000 Kr. (\$5,800 Can.) (after 15 years service at 42 hours per week), but their working hours are shorter.

Compared with child care officers, the difference is not large enough and, since primary school teachers have a higher salary scale (maximum 45,000 Kr. - \$6,400 Can.), many graduates prefer to continue their studies afterwards in order to teach in the primary schools.



The number of teachers for pre-school children that are trained every year is not more than 600 to 1,000, depending upon the year.

63- The current problem is the shortage of graduates, both child care officers and teachers, and their lack of theoretical training. In the first place, the number of schools that can train them is too limited, and secondly, the system of teaching in these schools is organized in such a way that the schools can take in only relatively small groups of students. (For more on this subject, see Chapter 1 of Section D, which contains a report on our visit to a training college for nursery school teachers.

It should also be emphasized that a good number of people who are presently working in various institutions for pre-school children do not have the required preparation. According to official statistics, in 1949, this group represented 39.2% of the total number and, in 1959, it had been reduced to 16.3%, through various supplementary evening and weekend courses.

Clearly, these courses require many professors; yet it is not always possible to recruit them and this type of teaching is not satisfactory.

The teaching staff of the training colleges for teachers and child care officers is made up of professors who, in the case of those giving courses in the humanities and sciences, must have a university degree or a doctorate.





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For those who give courses in psychology, education, sociology and health, a university degree representing 6 to 7 years of study is required. (In this respect, the school system in Denmark resembles the English system, where the baccalaureate is of university, or licentiate, level.)

The supervision of students acquiring practical experience is carried out in many cases by hospital nurses or by persons with previous training for work with young children.

The principal of the school is the only full-time employee.

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D.- INDIVIDUAL EXAMPLES AND ASSESSMENT OF THE SYSTEM.

1) Visits to various institutions.

VISIT NO. 1 -

- Private (non-profit-making) institution.

This institution is located in a small village located some 150 kilometres from Copenhagen, on the island of Lolland (area: 1,283 sq. kilometres, or 500 sq. miles). This is the southernmost Baltic island in the Danish archipelago, forming a starting point with the island of Falster and separated from it only by a narrow strait.

The region is fertile and considered the wheat bin of Denmark. Over the last ten years, some industry has developed in this area.



The establishment that we visited was founded in September 1964 by "Red Barnet" (See the list of non-profit-making organizations specializing in care for pre-school children, shown in Section No. 1 of Chapter B). Ordinarily, this place should take in only 20 children, but there are usually 24 because of the shortage of schools in the area. The children are mainly from working class families where both parents are employed.

Three children in this group are fatherless and the parents of three others are on welfare.

6- The establishment is open all day without interruption -- however, five children come for only three hours during the day, as their mothers do not work, and they send their children to the nursery school solely for its educational value.

The school is recognized and receives the subsidies provided by law. In this case, the commune pays 50% of the operating costs.

The school does not furnish a hot meal at noon, just milk and fruit, which cost 1 Kr. per day for each child (.14 ¢ Can.).

It takes in babies and children under 7 years (two babies at present).



As registration fees, parents pay an amount representing 30% of the operating expenses, as is provided in the regulations on private institutions. However, in some cases the fees are paid by the commune.

The staff is composed of the director, who has over fifteen years teaching experience in pre-school institutions and has also worked many years with Eskimo children in Greenland. The director lives next door to the school and takes only very short holidays because the school is open all year, with the exception of two weeks in July. She also acts as a leader, a sort of community worker who establishes contacts with local leaders and organizes meetings and events to collect funds to open other institutions of the same kind. She heads the rest of the staff, which is made up of 2 child care officers and 1 or 2 assistants.

The school is located in a large garden. It is a three room house; all three rooms are used for all the children, who are not separated into age groups. Daily activities are set up on traditional lines, although the school seems to have a greater number of books, as is not ordinarily the case elsewhere. These are children's books in which the written text takes up more room than the pictures; however, the children, even the 7 year olds, do not read. The staff reads to them out loud.

The director is planning on organizing another institution of the same kind in a neighbouring village,





as it appears that the demand for this type of institution is growing with the emergence of the working wife and the disappearance of old family structures.

As a result of the changes that have come about in this area, which was formerly entirely agrarian, young couples are leaving their parents and are going to work for industry in the neighbouring village; this has completely changed the relationship between these two generations.

In the past, Lolland Island had a network of small seasonal nursery schools which were used to mind children during the beet planting season in the spring and during harvesting in the fall, as both seasons required the presence of all available women. Today, however, as in the future, institutions remaining open all year are needed in order to facilitate matters for women working in factories and to protect children who cannot be left at home.

VISIT NO. 2 -

- Municipal Institution (Copenhagen).

The Copenhagen community institutions which take in children during the day are administered by the Central Directorate <sup>of</sup> Child and Youth Institutions for the Municipality of Copenhagen, which is the third department of the municipal administration. It comes under the authority of Mr. Børge H. Jensen. Besides these institutions directed by



the municipality, there are a large number of private ones, both old and new, that we did not visit for lack of time. The municipality tends to favour these private efforts because they are considered a less expensive system.

The day institutions take in children whose mothers work or children of unwed mothers, needy parents and social cases; these children receive absolute priority.





T A B L E N O: IX

In October 1965, the number of day institutions in the various categories was estimated at:

	<u>Non-municipal</u>	<u>Municipal</u>	<u>Total</u>
Day nurseries (from 0 to 2 years).....	36 with room for 1,366 children	14 with room for 629 children	50 with room for 1,995 children
Nursery schools (from 2 to 7 years).....	204 with room for 9,311 children	34 with room for 1,857 children	238 with room for 11,168 children
Recreation centres (7 to 14 years)...	54 with room for 3,064 children	18 with room for 1,319 children	72 with room for 4,383 children
Youth clubs (14 to 18 years)...	71	15	86 with room for 12,000 young people

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At the present time, the unions are pressuring the municipal authorities to take charge of a greater number of establishments for pre-school children.

However, for the moment, it is the organized establishments that are developing (although at a very slow rate) in the new low-rental apartment buildings (public or private); they are generally "integrated", i.e. they take in children of all age groups, from 0 to 7 years and very often right up to 18 years.

This is the case with the "Store Vigerslevgaard" children's home which was built by the Municipality of Copenhagen, in co-operation with the builders of a large apartment building of the same name. The children's home, opened in March 1950, has a day nursery, a nursery school, a recreation centre and a youth club; some 250 children and young people spend at least part of their days there.<sup>1</sup>

The day nursery takes in 46 children divided into two groups. It is open on week days from 6:00 A.M. until 5:30 P.M. and on Saturdays from 6:00 A.M. to 2:00 P.M., which is quite sufficient since commercial and industrial establishments, including department stores, observe closing hours strictly in Copenhagen, and on Saturday afternoons, everything closes at exactly two o'clock. Of course, arrangements are made for mothers who work in distant areas to pick up their children a half hour later.

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1. See photographs in Appendix No. 3.



During the day, children under three are dressed by the staff of the day nursery. The clothing is usually quite attractive and by no means uniform.

The children receive all the food they require and, upon leaving, the mothers are given their evening bottles to take home, plus any medicines prescribed by the doctor, if necessary.

The doctor comes once a week;  
the nurse comes twice a week.

The day nursery is separated from the nursery school by the kitchens.

The garden is divided into sections by partitions.

The nursery school takes in 60 children from 3 to 7 years and keeps the same hours as the day nursery. The children receive a hot meal at noon, and milk and sandwiches to take home in the evening. The doctor passes once a week or more, if necessary.

The recreation centre takes in 75 school-age children. It is open every day from 6:30 A.M. to 5:00 P.M. and on Saturdays from 6:30 A.M. to 2:00 P.M., which allows mothers who work in factories to leave their children before going to work and to return home before the child does. (Working hours in many factories during the week are 7:00 A.M. to 3:30 or 4:00 P.M.) Since the schools, strictly





speaking, do not open until 8:00 A.M. and the timetables vary each day depending on the classes, the recreation centres are virtually indispensable for minding children during the rest of the working day. (The reader should bear in mind that the first two classes in primary schools have only 20 hours of classes a week, 4 hours a day.)

In the recreation centres, the children have at their disposal various toys<sup>Y</sup> wooden objects, group games, etc. In primary school, they generally do not have any homework, or no more than a half hour, and they must be occupied the rest of the time.

The surprising thing about the recreation centres is the small number of books and rooms available for studying, etc. The impression is that these rooms are for children who do not yet have any scholastic<sup>Y</sup> responsibilities.

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The children bring their own sandwiches and the recreation centre supplies milk.

The youth club is open from August to May, 4 to 5 evenings per week, from 7:00 P.M. to 2:00 A.M. Youngsters from 14 to 18 years (boys and girls) can become members.

The club is well organized and has a very varied program of entertainment. In the workshop, the youngsters can work with their hands: ceramics, painting, etc. The shop is equipped with the most modern tools and facilities.



There is also a music room where courses are regularly given, and a movie and lecture hall where the youngsters can put on plays and other activities.

Certain educators and sociologists believe that the youth clubs are one of the best means of preventing juvenile delinquency.

VISIT NO. 3 -

- Integrated Municipal Institution (children from 0 to 7 years, no recreation centre for school-age children).

This establishment was built by a union-organized construction co-operative and is considered one of the most modern. Only two other establishments in Copenhagen are as well equipped, and they too belong to the municipality.





174 - The institution is located in a relatively new neighbourhood. It was built with state aid by subsidies which are available for so-called "social housing construction". The apartments have three rooms, a bathroom and kitchen, or one room, a bathroom and kitchen, and the monthly rent is 400 to 800 Kr. (\$58 to \$114 Can.).

The institution takes in children from three to seven years; they are not divided into age groups, but into two sections of 20 children each. Each section is directed by a nursery school teacher and a student teacher.

Babies of 3 months to 3 years are put into two other groups of 16 children each, which are cared for by a nurse, a child care officer and a student teacher for each group.

The rooms reserved for the children are made up of three adjoining rooms. The inside walls are made of brick and painted flat washable white. The ceilings have a wood covering. The floor is not carpeted and is easy to clean as it is made of specially treated cement.

175 - The room lay-out is as follows: the children's cloakroom is located at the entrance; then the director's office, the bathroom and a small staff lounge. The children's bathrooms are equipped with toilets scaled down for their use and separated by half-partitions. A lounge for the children or a place where sick or upset children can rest.

The school does not accept sick children. If the mother realizes before going to work in the morning that her child is ill, she then calls the Community Home Service and requests a sitter for the day. A mother is eligible for this service without payment; a married woman must pay a small fee. The service is generally able to provide someone, although it does happen that, in some neighbourhoods, a shortage of personnel will cause a wait of up to three days.



The corridor from the vestibule opens into the three adjoining rooms where the children spend the day, eat their hot noon meal and take a two-hour rest afterwards.

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The rooms are very large; one wall is of glass and looks onto the garden. The equipment is so luxurious and varied that "extraordinary" is the only word to describe it.

The children have at their disposal a kitchen with an oven (very modern), where they can bake all sorts of dishes and cakes. (Both boys and girls: this point is particularly stressed).

They have moveable partitions with which they can build small rooms, various <sup>materials</sup> wooden and tools for woodworking; they also have paper, paints, clay, a sandbox and a small pool where they can play as they like.

In all institutions for pre-school children in Denmark, emphasis is placed on doing such things as woodworking, cooking, and playing with water, clay or wet sand; however, in this particular establishment, all the facilities are particularly well planned and organized.

The beds for the rest period are arranged in wall cupboards, which are placed in such a way that the children themselves can take them out. All <sup>of</sup> the furniture is child-size.

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<sup>three</sup> These rooms open into another corridor leading to the bathroom for the cleaning staff, a linen closet and pantry, a large kitchen (the staff is made up of a cook, an assistant and two part-time cleaning women) and the cloakroom for children under three years of age.

The corridor, which has many windows on one side and French doors on the other, leading into the children's rooms, is very bright.



Children from two to three years are in one room and babies in the other.

The babies' nursery has a door leading onto the covered terrace where the child care officers can leave the carriages for part of the day. The beds are made of wood and are relatively large to provide the babies with maximum comfort.

At the end of the corridor are located: the kitchen, the laundry<sup>7</sup>room, the linen closet for sheets and diapers, a staff room and the office of the director of the section for children under three.

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In the section for children three to seven years old, the staff is composed of a total of three nursery school teachers whose monthly salaries range from 1,919.52 Kr. (approx. \$287 Can.) to a maximum (after 15 years service) of 2,436.30 Kr. (approx. \$340. Can.), two trainees who receive 650 to 980 Kr. per month (\$91 to \$140 Can.) and are working to be admitted to a school for nursery school teachers.

Some teachers live in the adjoining building, which, according to the director, makes the staff more stable.

The institution opens at 6:00 A.M. and closes at 5:00 P.M.

Operating expenses are covered up to 35% by the state. The rest is paid by the parents and the municipality. It is estimated that monthly operating expenses are 644 Kr. per child (approx. \$92 Can.). The parents pay 7 to 35 Kr. per week according to their income (\$1 to \$5 Can.). Naturally, however, this amount can be paid by the municipality on behalf of social cases. The regulations stipulate that in private charitable institutions, the parents should pay 30% of the total cost, but this is not the rule for city or departmental institutions.





Funds spent on toys are not included in operating costs. The director presents a request to the municipal authorities and is given permission to buy such toys or furnishings as she feels are necessary.

Because of the lack of space, children from broken homes, children of single mothers or children from families on social welfare are given priority for admission. There are 55 children on the waiting list.

In the section for children under three, the total staff is made up of: three nurses, each with three years training, <sup>4</sup> child care officers, one student teacher and the director, who has several years experience. A doctor passes by to see the children once every two weeks or when needed.

The institution as a whole lacks 2 nursery school teachers and two nurses, and the director believes that it will be three to six months before they are found. She has to look for them by putting advertisements in the newspaper, and by contacting schools to reserve the services of future graduates.

-180- In 50% of all cases, the children that are taken in by these institutions, come from fatherless homes where the mother is obliged to work. The director was unable to give any indication of how many children came from homes where the parents are needy or on welfare.

However, it should be emphasized that all children under three are changed when they arrive at school in the morning. During the day, they all wear clothes made especially for them-- extremely attractive little dresses and outfits of different colours and styles. Every evening, when the parents come to get children under 3, they receive a bottle or any other food and



medicines that have been prescribed for the child by the doctor; sometimes they even receive diapers for the night.

This treatment is generally reserved for the children of parents on welfare.

VISIT NO. 4 -

The "Bellahøj shole" nursery class,  
Brnshøj district of Copenhagen.

-181- According to the director, over the past five years, five public schools having nursery classes have been opened in Copenhagen at a rate of one class in each school. These classes are for children 5 to 7 years old. Two groups of 20 children each are received daily, one from 9:00 A.M. to 12:00 P.M. and the other from 2:00 P.M. to 5:00 P.M. On Saturdays, however, the schedule is changed so that all the children can leave before 2:00 P.M.

The nursery classes are not compulsory, but, as for compulsory education, parents do not pay. In these classes children are not taught to read, write or count; however, their curiosity is aroused. At the present time, neither the class program nor the results obtained have been officially surveyed or interpreted.

The nursery class is located on the first floor of the school in a very large building equipped with spacious rooms. It has more material than the normal primary school class, including many child-size toys-- for example, a small experimental kitchen, a miniature piano, a record player, and a typewriter.





The children who attend nursery classes usually come from middle class families: bank employees, teachers, and some professional people; in most cases, the average age of the wife is under 35.

Out of a total of 40 children, only 5 spend the rest of the day in an institution for pre-school children which is open until 5:30 P.M.; the other children return home where their parents, or someone else, takes care of them.

The opening of these nursery classes was brought about as a result of:

- the conclusions of a recent government report on education which recommends changing the age for admission to primary school from 7 to 5 or 6;
- pressure brought to bear by parents;
- the availability of adequate space.

Actually, during the war, Copenhagen had a total of 90,000 students in primary and secondary schools; at present, there are only 50,000, which means free space in some schools located in uncrowded neighbourhoods.

However, the facilities that are considered indispensable for this kind of nursery class cost about 25,000 Kr. (\$3,560 Can.) (at least this is the amount quoted to us by the director of the institution that we visited), and the original outlay for toys is about 3,000 Kr. (\$4,300 Can.).

The Ministry of Education does not include these items in its budget. The only classification covering these expenses is "experimental".

In this school, the municipality paid 50 Kr. per child, i.e. 2,000 Kr. (\$290 Can.), for the purchase of toys.



There is no priority admission of social cases into nursery classes. An announcement is made in the spring that so many places will be available, and the parents register their children. Since the demand greatly exceeds the supply -- by 5 or 6 times-- the rule is first come, first served. According to the director, the day after the number of available places are posted, parents are lined up outside her office in order to be first.

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The staff in charge of the nursery classes is paid by the Ministry of Education, like regular school staff. These teachers are graduates of a state school for nursery school teachers. Generally, very young girls are not accepted; several years of experience are required.

For each group of 20 children, there are 2 nursery school teachers and one student teacher from the state school (never from the Ministry of Social Affairs). Because of difficulties in recruiting staff, the nursery class experiment cannot be extended to all public schools. Moreover, it is practically impossible to use teaching personnel from the primary school, because they are paid by the hour and it is estimated that this would cost too much.

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The program consists of 1/2 hour of discussion with the teacher on various subjects and 1 hour of free play with water, sand, wood or paints. As in all other pre-school establishments, games that promote the psychological and emotional development of the child are emphasized.



However, we were unable to obtain any material which would support this theory in a scientific and exhaustive manner.

Children are also taught to play the trumpet, to use the sewing machine, to cook and to use the typewriter.

During the second term, following Christmas and New Year's, discussions are organized on various general topics and the children are taught to tell time. Children are also required to keep a scrapbook in which they paste photographs, do drawings and if they wish, write or count.

Special emphasis is placed on the child's ability to express himself and efforts are made to expand his vocabulary. The teachers have a considerable number of books at their disposal and they read out loud to the children, or if the children want to learn to read or already can, they are allowed to read out loud. In the group of 40 children, there are approximately five who know how to read, write and count; their ages vary from 5 to 7.

The children receive vitamins and milk; they receive the same medical, dental and psychological care as regular school age children.

The nursery class takes in a few slightly handicapped children who remain there two years because they are not considered mature enough to go to primary school, even if they are over seven years old.





In such cases, the decision must be made by the teacher, who administers various tests to the child and prepares a report based on the results and on her own observations. The parents may refuse to accept the teacher's opinion and send the child on to primary school as soon as he has reached the age of seven.

Nursery school teachers meet with the parents once or twice a year to discuss various problems with them concerning the development of their children.

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This experiment is too recent to judge the results, but it appears that a normal child who has been through nursery school has less chance of failure at the primary level.

However, official regulation no. 233 of June 8, 1966, published by the Ministry of Education, states that:

"In view of the satisfactory reports from directors of private and municipal schools that have nursery classes, and because of the interest shown by parents and educational authorities in this experiment, statutory reservations have been made as a step toward more permanent arrangements. As a result of amendments to the act regulating admission to primary school, one or more nursery classes may<sup>be</sup> ~~v~~organized in any school district having enough teachers and space available. The request for these classes must be made by no less than 10 parents of 10 (future) pupils, between the ages of 5 and 7 years.

"The number of children in a nursery class must not exceed 22. The class must not operate annually more than 15 periods of five days a week or 18 periods of 6 days a week. Periods should coincide with normal school hours, i.e. 8:00 A.M. to 2:00 P.M., or no later than 3:00 P.M.



"In order to teach a nursery class, a teacher must be a graduate of a recognized training college for nursery school teachers. However, the regulations do not exclude other teachers in the school from occasionally teaching nursery classes.

"The regulations do not explicitly state what programs or occupations should be adopted for nursery classes."

According to the director of the school we visited, these regulations will permit the development of nursery classes in the very near future. He hopes that working mothers will be able to send their children to these classes in the morning and to a child care centre in the afternoon.

With this object in mind, a child care centre has recently been opened near the school. The local authorities have also granted a subsidy to a recreation group organized by mothers who live in this area to care for children between 5 and 7 years of age who attend nursery school the rest of the day. The parents pay 2 Kr. per day for each child (27¢ Can.). At present, the recreation group does not have appropriate facilities at its disposal: it has only a playground organized and supervised by personnel paid by the local authorities.

The director emphasized the fact that the nursery classes, unlike other institutions for pre-school children, have purely educational, rather than social, goals. However, over a period of time they can ensure the protection of deprived children as well as training for all children, without any discrimination as to family situation, and can bring about greater resocialization and democratization of society as a whole.





VISIT NO. 5-

This visit was to a training college for nursery school teachers, subsidized by the Ministry of Education.

The college is located in a building which was supposed to house a modern parts factory. After the factory closed down, the local authorities bought the building because this was easier than waiting for a state subsidy to finance construction.

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The building has two stories and is surrounded by a large garden, part of which is paved and part used for lawns, flowers etc. On the ground floor is the director's office, the dining room, a student lounge, the cloakroom, and a staff lounge. On the second floor are the classrooms, which are large, spacious and well lighted.

The director feels, however, that these facilities are not sufficient for the one hundred students (nearly all girls: there is only one male student in the entire group). Their inadequacy is due, not only to the <sup>actual</sup> size of the facilities, but rather to the manner in which they are used. The students are not seated on parallel benches but at tables that are arranged in a square, which leaves the entire middle of the classroom empty. The tables are small and placed end to end, but could easily be arranged otherwise to allow two or three times more space for the students. It is felt, however, for educational reasons, that the present arrangement is preferable, but it is obviously a waste of space



which is generally not tolerated in similar institutions in other countries (with the possible exception of Sweden).

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The pupils, most of them young girls, with the exception of one married woman and a middle-aged nun, have two workshops where they learn various manual skills: ceramics, simple woodworking, etc.

They also have various costumes and clothes for organizing small theatrical presentations or psychodramas, the educational value of which for very young children is officially recognized by the most progressive Danish psychologists and educators.

The students also make different wall decorations, paper cutouts, drawings, pictures and common objects such as paper play hats or clothes, etc.

These students come from all social levels and backgrounds, with the exception of two extremes: welfare cases and those whose salaries are among the highest. Most of the students, according to statistics furnished by the school's director, succeed in obtaining the diploma after three years of studies but not all go on to teach in pre-school institutions. They have many possibilities for specializing in other fields.

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They can become family advisors or social workers, or they can work in a hospital for children as counsellors or in an institution for handicapped children.

The professors who give courses in this school all work part-time. Most of them have a university education, with the exception of the nurses and some technicians who give practical courses.



The director of the school is the only full-time employee (as is often the case) and she has a secretary at her disposal. Her role is to know each one of the students personally so that she can aid professors during exams, if need be, with any special information, or furnish recommendations for scholarships or for the assignment of student-teachers to families or to different institutions for pre-school children. (The director feels, however, that placing the students in families for a training period does not prepare them properly because, in general, their contact with the children is less instructive than in nursery schools, kindergartens or day nurseries.)

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The director plays a direct role in all matters relating to admission to the school. This is a particular problem because there are only 100 places available and 600 applications each year.

Another problem is the difficulty in recruiting professors, who all teach elsewhere and whose schedules have little flexibility.

As for future plans, the director is organizing a pre-school institution next door to the school for use in training teachers. This will be a model school where new educational methods will be tried out on relatively young children.

## 2) Interviews with teachers, psychologists and doctors.

Generally speaking, the specialists interviewed thought that:

- a) Children under 7 should not be taught, because their ability to retain formal





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instruction is not sufficiently developed and because they do not learn fast enough but are obliged to supply a greater effort than will be required later.

- b) Teachers of pre-school children do not receive sufficient training and it is necessary to review and broaden their study program.
- c) It is preferable to keep mothers at home instead of creating a complete system for raising children from 2 to 7 years old, provided wives are given adequate courses in child care so that they will know how to teach pre-school children.

On the other hand, teachers in nursery classes stated that this training is better and far more useful for the development of the child than the teaching usually given children in pre-school establishments. They went on to say, however, that in their opinion, this training could not be given for more than three hours daily, because the child then becomes too tired, and not to children under five.

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### 3) Interviews with parents.

Out of ten mothers who were interviewed, three were in favour of a pre-school system organized on an all-day basis for children from five to seven years old. All ten felt, on the contrary, that it is not advisable, barring special circumstances, to place a child under five in an institution for more than a few hours daily.



It should be noted, however, that these interviews are in no way representative since the group of persons we met was too small and because only one person had outside employment. This was a young mother (22) of two children (3 and 4), who was working full-time. She explained to us that she has to have her children minded at home because there is no room for them in schools for children of their age.

Her husband's income and her own are too high for her to obtain a place in a public or private non-profit nursery school, and the institutions belonging to private citizens are too expensive and only take children in for three hours each day. Her husband is a technician and his working schedule does not coincide with hers, which allows the couple to mind the children in turn.

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The couple's income is not high enough to hire domestic help.

Personal observations:

- a) The Danish system is neither planned nor structured. In some respects, it resembles the English system, but in Britain, the various spontaneous initiatives developed very rapidly, without having strictly charitable goals.

To a certain degree, this has avoided creating in the mind of the public the idea that all institutions for pre-school age children are knowingly and inevitably intended for underprivileged or needy children.





b) In spite of their superior construction, equipment and organization, the public institutions in Denmark are not as interesting from an educational standpoint as are those in Great Britain because the quality of the teaching staff is not comparable to that in English public institutions.

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c) In all of the institutions that were visited, the children seemed to be terribly bored. However, this is merely a personal observation and is too superficial to have any scientific significance.

Aspect: Assistance to mothers who work outside the home.

d) Because of both traditional and present structures, the Danish system considers institutions for pre-school children "refuges for children of poor and needy parents", and only the creation of a unified and educational pre-school system will be likely to impose a new tendency and to help working mothers who do not receive social welfare.

Even if, at the present time, Denmark succeeded in eliminating the principle of priority admission for social cases through the creation of a large number of nursery schools, it still would not succeed in changing the basic characteristic of these institutions, which has been "social."



In Great Britain, on the other hand, the fact that during the War, a very large percentage of people who are now between the ages of 23 and 24 and from all levels of society attended pre-school institutions, has cast a different light on such institutions, which are not considered a refuge for social problems.

- e) Our opinion on this matter is that for the proper training of pre-school children and a valuable aid to working mothers there must be institutions attached to the public primary schools and run by the Ministry of Education; they should be open all day, have no restrictions on admission and charge parents according to their means.

However, this is impossible in Denmark because of operating costs, which are so expensive since the Danes feel it essential to divide the children into relatively small groups of 20, and to equip each school with particularly costly material.

- f) On the other hand, it is obvious that the working wife is not considered an essential part of the Danish labour market, and, on the contrary, it is preferable for them to stay at home. This encourages the authorities to limit the development of pre-school institutions. At this level, these considerations are not merely economic in nature, but show a traditionalist view of society.



(While on this subject, we should also mention that, out of eight fathers interviewed, all eight answered that they absolutely did not want their wives to work.)

As for women who support an opposing point of view, the majority are found in professional occupations. Their viewpoint differs from that of women factory workers who are exercising pressure through union activities. At this time, however, the unions are being forced to avoid the issue of employment for women because of the growing danger of unemployment in some sectors.

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Many factories have actually had to close down because their products are being underpriced on the international market and they can no longer sell them. This crisis is a general one which is affecting all the Scandinavian countries and which the authorities have not been able to meet successfully, with the possible exception of Sweden, where a complete training program has been organized to absorb surplus manpower as fast as possible.

Aspect: Protection of children

g) Clearly, thanks to the system of pre-school institutions recreation centres for school-age children, etc., Denmark has been successful in protecting





underprivileged youth. The value of the system is unchallengeable.

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Furthermore, this system permits supervision of the early training of children from needy families, their health, and their family conditions.

In the larger cities, these children do not have to spend long hours of the day playing in the streets (as is sometimes the case in Canada), nor do they have to accept a harmful family atmosphere that might damage them both physically and mentally.

h) The results are positive:

- 1) Disappearance of certain childhood diseases.
- 2) Disappearance of the effects of certain other diseases which, if poorly treated, leave after-effects.
- 3) Detection of certain emotional and other problems in children.
- 4) Possibility of better results in school, which in most cases means breaking the vicious circle that is generally and unjustly called "social determinism" or "hereditary intellectual deficiency".

i) However, the Danish system has remained too attached to traditional values, which makes it very costly.

The organization of a uniform state system comprising all institutions for pre-school age children would allow:

1. the use of prefabricated houses, which are much less expensive.
2. a substantial reduction in expenditures on interior ~~equipment~~ (through standardization and mass



production ).

j) This decrease in inherent building expenses would be accompanied by a decrease in inherent running expenses because it would be possible;

1. to centralize buying of food,
2. toys and other material,
3. and books.

k) Generally speaking, a decrease in building costs and running costs would allow an increase in the number of institutions:

1. for a better distribution of children.
2. for resocialization of society by grouping together children from underprivileged areas and those from low or average income brackets.

l) The reform and transformation of the system for pre-school age children are all the more important because of the fact that compulsory education begins in Denmark at the age of seven, or two years later than in England.





04- PRE-SCHOOL SYSTEM ORGANIZED AND CONTROLLED BY THE GOVERNMENT.

S W E D E N

PHILOSOPHY: PROTECTION OF CHILDREN AND ASSISTANCE TO  
PARENTS, IN CONFORMITY WITH THE NEW CONCEPT  
OF JOINT PARENTAL RESPONSIBILITY.



05- PRELIMINARY REMARKS -

In Sweden the system is organized and controlled by the government, and leaves relatively very little to the initiative of private charitable organizations and profit-making institutions.

In this field, the role of the clergy is strictly limited to that of teachers of spiritual values, when such teaching is recognized, which is not generally the case at the pre-school level.

However, for an understanding of the Swedish system for the care and upbringing of very young children, it seems to us that a short summary of the development of Swedish society is essential.

There are few social or educational organizations whose development so faithfully reflects the transformations of an entire society and so naturally follows from them as the institutions for children of pre-school age.

206- This is probably due to the fact that children represent the living strength of the nation, but also to the fact that, in periods of under-development as in periods of prosperity, problems of early education are directly bound up with other social problems, and these social problems concern adults.



It should also be added that various elements of society attempt to accomplish their objectives through the training of very young children, and that the clergy and laity have, for a century, claimed this role, according to different formulas of varying conformity with the true interests of young children, but always with good intentions.

Summary of the economic, political and social development  
of Sweden

Modern Sweden is a country whose standard of living was recorded in the official statistics for 1964 as the third highest in the world, after the United States and Canada. However, in 1930 it was only a relatively poor agricultural country,<sup>1</sup> with unemployment a catastrophic 23%, and more than 14% of the total population receiving social assistance.

Thanks to industrialization and a public administration imbued with effective social principles, and also because of especially favourable economic circumstances, the situation in the country was transformed in the space of ten years.

In 1940, 4% of the total population was receiving Social Welfare allowances and there had been an appreciable drop in unemployment, to 10%.

The year 1940 was a key date in the country's economic development. Sweden remained neutral, and her industry quintupled its production because of the needs created by the Second World War.

1. See charts, Appendix 3.





On the political level, Sweden has had, since 1920, political stability unique of its kind: the Social Democratic Party, which came to power in that year, has remained in power right up to the present time. The party situation is as follows:

Social Democratic Party..	40-50%	of the votes, depending on the period
Communist Party.....	about 5%	" " " " " "
Centre Party.....	" 15%	" " " " " "
Conservative Party.....	" 15%	" " " " " "
Liberal Party.....	" 20%	" " " " " "

The Conservative and Liberal parties are in the opposition. The Social Democratic Party co-operates with the Centre Party (which traditionally represents the interests of the farmers), which, of course, gives it an absolute majority. As far as the voters are concerned, the unions have given the Social Democratic Party their constant and practically unconditional support since the time of the great reform of 1940.

These reforms had, in fact, been under preparation since 1936 by Albin Hansson, the Prime Minister who was in power from 1933 to 1946 (the year in which he died while returning home, after an overly long day's work, in a street car, as was his habit, since he could not afford any other means of transportation).

Albin Hansson and his team of senior officials were strongly influenced by the Beveridge Report and all the reforms recommended by Beveridge for combatting unemployment



and poverty, but their philosophy was peculiar to Sweden, and it left a very deep imprint on all of the modern society. This philosophy aims at banning everything conventionally called poverty and social welfare aid, and creating a system of absolute economic equality, in which each person according to his income,<sup>is</sup> entitled to some form of aid. And in line with this philosophy, Sweden has created structures within which the existence of slums and of the type of person who lives in them is practically impossible.

The principal social reforms were implemented in 1940. That is when health insurance programs, covering the entire population, family allowances for children and old age pensions were organized. In 1950, the expenditures for these programs represented 10% of the total Gross National Product, and 90% of these expenditures were paid out to recipients regardless of their income. Social Welfare allowances for the poor were done away with by the act of 1956, to be replaced by a kind of individual insurance for all those for whom the other social measures, intended for the general population, might prove temporarily inadequate. Three years later, in 1959, the proportion of the poor to the whole population did not exceed 0.6%. In Sweden, poverty is considered a kind of temporary evil due to an ill-adjusted labour market, and all those receiving "special insurance" are obliged to take retraining courses, to enable them to find some sort of work. If the work is not well enough paid to provide subsistence for a given family, that family receives subsidies to make up the cost of rent, for example.





On the other hand, the act of 1955 provides, within the general context of health insurance, compensation for lost wages, at the rate of 2/3 of the wages, and a new old age pension plan setting the amount at 2/3 of the wages (taking as a base the wages of the ten best years).

To all this should be added all the other government assistance programs, the chief of these being rent control, in the old districts of the large cities, and various housing construction plans, in the suburbs, with very high standards. As an example, we need only mention that because of these standards set up for the 7,500,000 citizens of Sweden, half a million more housing units have to be built than for the 7,500,000 people in Holland.

To end this very brief description of the Swedish social system, it should be added that all newly-wed couples may receive a loan from the Bank of Sweden of 5,000 kronor (\$1,000 Can.) repayable in 8 years, which is meant to help them set up house; this loan is also granted to "unmarried fathers and mothers".

Those whom it is the convention to call, in Sweden, "single parents", in order to banish once and for all the opprobrium attached to the stock phrase "unwed mother", are also entitled to a payment of 900 kronor (\$180 Can.) at childbirth, even if the child is stillborn, but the female "single parent" carrying on a profession or trade also receives supplementary daily allowance, varying according to her income, for a maximum period of 180 days.



-212- What should be remembered primarily about the whole Swedish social system is its basic technique of granting certain social benefits to all the people, and then making adjustments between privileged and underprivileged individuals, through a complete and highly developed system of "supplementary pensions" which are, in fact, intended to prevent poverty, and are available to all when they find themselves in a certain situation provided for by legislation. It should also be pointed out that this "supplementary pension" plan is organized in a totally efficient manner at the administrative level.

In short, the whole Swedish social program is directed to three principal purposes:

- (a) to provide absolute equality as regards a basic standard of living (fairly high, moreover);
- (b) to maintain or even increase the birth rate, in order to compensate for the aging of the population (the number of old people is too high in comparison to the working population);
- (c) to drive out once and for all the spectre of unemployment ("which is such a strong obsession that, even in periods of full employment, there is a refusal to promote any immigration policy").

-213- Equality of the sexes

These objectives are also reflected in the legislative field, among others, in various acts and regulations on the condition of women. Historically, the equality of the





sexes was recognized at a relatively early period. The stages follow:

- 1845.....The same rights of inheritance granted to persons of both sexes.
- 1851.....Founding of the first institute for the training of female social workers.
- 1853.....Admission of women to primary schools as teachers.
- 1863.....Right to vote in municipal elections.
- 1863.....Women permitted to work in the Post Office.
- 1870.....Women authorized to try the examinations in higher studies.
- 1885.....Abortion on medical grounds legalized.
- 1885.....Appointment of a Royal Commission, including two female members, to study the possible development of schools for girls.
- 1886.....Legislation passed legalizing divorce.
- 1909.....Women given the right to be elected municipal councillors.
- 1912.....Kerstin Hesselgren appointed Factory Inspector.
- 1919.....Right to vote and equality in Parliament.
- 1921.....New legislation granting married women legal independence and the same rights as husbands with regard to the children.
- 1925.....The Competence Act establishing the same salary scale for public servants regardless of sex.
- 1939.....An act prohibiting dismissal of a worker on the grounds of marriage.
- 1945.....Legislation strengthening the Competence Act, which up to that time had not been applied to the letter.





- 1947.....Karin Kock the first female minister  
(Minister without portfolio).
- 1951.....Hildur Nygren Minister of Education.
- 1954.....Ulla Lindstrom member of parliament.
- 1956.....Alva Myrdal first woman ambassador, accredited  
to India.
- 1960.....Three women ordained priests (Swedish State Church).

To this list should be added three very humane measures:

- 1884.....Legislation declaring a single woman major if she  
gives birth to a child.
- 1885.....Abortion legalized, first on medical grounds, then,  
in 1946, on social grounds.
- 1886.....A very progressive divorce act passed and, in 1949,  
incompatibility recognized.



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Equality of the sexes is considered in Sweden as one of the chief means of ensuring true democracy. There is, therefore, an attempt to enforce it to the letter. All educational institutions are co-educational and, in student residences, no distinction is made between boys and girls, who live on the same floors and occupy neighbouring rooms. Everywhere, at home as well as at school, boys and girls are given the same training, and in all fields, including domestic tasks traditionally considered as reserved for women.

As far as the labour market is concerned, the economic circumstances of the last ten years have worked in favour of the equality of the sexes. In addition, the realization of full employment has brought about such an acute manpower shortage that the government has been obliged to encourage married women and mothers of families to work outside the home, or else promote a policy of immigration. The unions objected to the second solution and it was decided to make it systematically easier for women to go to work. This is how Sweden developed a situation which is probably unique in the world for a time of peace, and which created at first unforeseeable social problems, several of which have not yet been settled in an entirely satisfactory way.





TABLE NO: X1966

	Men	%	Women	%	Married women	%	Single women	%
tal manpower	2,389,000	62	1,448,000	38	855,000	59	593,000	41
rkers -64 years	2,262,000	62	1,399,000	38	836,000	60	564,000	40
tside the labour market	389,000	24	1,209,000	76	818,000	68	381,000	32
school or ilitary service	280,000	53	227,000	45				

tal population:

495,316, comprising:

Male: 3,738,881

Female: 3,756,435

This category includes spinsters, unwed mothers generally designated as "single parents" or "single women", divorced women and widows.



## 1. HISTORICAL DEVELOPMENT OF THE PRE-SCHOOL SYSTEM

The development of institutions for children of pre-school age began about 1850, paralleling that of educational institutions proper.

The first school act obliging every municipal parish to set up a primary school - with a teacher who has completed teacher's college - dates back to 1842. The teacher might be a layman, and it was therefore preferable to provide religious training for the young right from their earliest years.

From this viewpoint, as well as that of purely social and charitable aims, the Swedish clergy began to create establishments for children of pre-school age, generally close to churches. In the beginning, these establishments were more numerous in the country, where there was the greatest need, since at that time Swedish town society was mainly rural. Most of the men and women worked the land, and could not look after their children, or else they made them do chores that were too tiring for age.

In 1882, a new act made six years of schooling compulsory, but did not specify the age of entrance; then, in 1918, supplementary two-years schools were established; and finally, at the height of the depression, a period of acute unemployment, the government decreed seven years of compulsory schooling - entrance age 7 years - partly to delay the coming on the labour market of labour that was extremely young and too cheap.



## 2. SOCIAL AND ECONOMIC BASIS FOR THE PRESENT PRE-SCHOOL SYSTEM

Also in 1936, the government began to open public institutions for children of pre-school. Nevertheless, it was only in 1941 that they began to develop, i.e. immediately after enactment of the various major social reforms, and their expansion began in earnest after the Second World War, about 1947.

This expansion was due to two principal factors:

(a) First of all, during the years immediately following World War II, the birth rate dropped sharply, as a result, inter alia, of the new social legislation on abortion. The Abortion Act, properly speaking, was enacted in the nineteenth century, but it provided for abortion only on medical grounds. However, in 1946, a section was added legalizing "abortion in cases where the living conditions of the parents or of the single parent are not favourable to the birth of the child", and therefore on social grounds. The aim of this act was to ensure greater social justice and to make more genuine the philosophy of the equality of the sexes. However, it was quickly realized that single mothers had to be encouraged to keep and raise their children, or Sweden would reach the lowest birth rate in the world as was already the case in 1930, at the time of the great depression and low employment. In order to reach this goal, it was necessary to provide single mothers with government aid and at the same time to safeguard their children.





(b) Children of divorced couples also had to be protected, since the divorce rate had risen as a result of the new legislation of 1949 legalizing divorce on the ground of incompatibility. It was necessary to help married women and mothers who were practising a trade or profession outside the home, and were increasing very rapidly in number, as much because of the needs of the labour market as of their desire to increase the family income in this way or quite simply to be engaged in professional activity.

It should be added that a large number of services disappeared as a result of the labour shortage. Home deliveries were stopped because it was impossible to find milkmen to do this work or delivery men to work for food stores. It also became difficult, if not impossible, to find persons wanting to become full-time housekeepers or maids.

Moreover, the development of residential construction in the suburbs of the large cities brought with a complete transformation of the family structure and isolation of young couples from older people. The care of very young children, outside of a tiny percentage, is no longer assumed by the grandparents. Moreover, the pre-school period, in the Swedish education system, lasts 7 years (and not 5 years, <sup>as</sup> is the case in Great Britain) i.e. long enough to raise serious problems.

In addition, the entire school system is organized to keep children in school for only 20 hours a week, in the first year; 24 hours a week the second year, and 30 hours a week the third year. In practice this means that children spend only the morning in school, and have to be supervised in the afternoon.



Women going to work and this short school day forced the authorities to establish a whole network of institutions to look after school-age children for the rest of the working day.





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B. NUMBER AND TYPES OF INSTITUTIONS AVAILABLE

In view of the needs of different groups of parents, the government had two possible solutions: first, to establish institutions only for children of single mothers and for those who, because of their family situation, should not spend the day at home, and leave to private enterprise the organization of establishments for children of relatively wealthy parents whose family life is favourable to the child's development; or else to provide grants for the various non-profit private organizations (as is done in Denmark) and delegate to them its powers in this field.

The authorities seem to have wanted to avoid the danger of encouraging in this way the appearance of real "miniature ghettos" for poor or underprivileged children. In addition, in order to carry out, in the sector of pre-school institutions, the same philosophy as in all the other social measures since 1940, the government decided to construct buildings so luxurious that they could not be considered refuges for underprivileged children, but rather ideal environments for the development of any child.

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The only admission priority is for children of working mothers, which means that it implicitly, but not explicitly, favours single mothers (or unwed mothers, to use the stock term in countries other than Denmark and, especially, Sweden), who are all obliged to work, with rare exceptions. As far as welfare cases are concerned,



admission based on the fact of the mother's employment also assists them, since, in poor families, women as well as men are obliged to take retraining courses and find work during the maximum six-month period for which Social Welfare allowances may be paid to them.

This practice, in short, makes possible the democratization of society and the equality of all children needing this type of institution.

The impossibility of closing already existing private institutions was no barrier, since those built and organized by the public authorities could not (and still do not) meet the demand, as they do not have enough room.

-224- The government has decided to put them gradually out of business.

First of all, the traditional institutions organized by the clergy seem to have left very bad memories among the adult population, since there is a rule nowadays forbidding all representatives of the clergy, regardless of religion, to open or manage institutions for children of pre-school age. Only Sunday Schools (for children from 4 to 13) still exist at the present time, in towns and in the country.

As far as individuals and non-profit agencies are concerned, such harsh conditions have been imposed that it is practically impossible for them to compete with the public system.

Establishments run by individuals are allowed to receive only a kind of "subsidy" paid by local authorities and under their control, which may not be granted for the construction of the building and covers only 20% to 25% of the running costs. It is no use for establishments run by individuals to ask for very high registration fees;





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the same phenomenon has now appeared in the field of pre-school training as in that of education proper. The public institutions are much better equipped and organized than the private institutions, however sumptuous.

In short, the myth and the fashionableness of the expensive private institution have been destroyed in the pre-school sector just as in that of education. It has also been demonstrated to parents who considered the nursery and, in particular; the kindergarten, which is generally for even younger children, only a makeshift acceptable in the case of those who could not keep their children at home, that this was a totally false viewpoint.

At present, even very rich families cannot give their children the type of premises, educational play facilities and other facilities that the public institutions offer.

B-I The types of institutions available vary according to the age of the children, the situation of the parents, their employment situation and the locality in which they live.

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1- The "Daghem" (Institutions for children of pre-school age, open all day, integrated.

Literal translation: day-homes;

The registration fees paid by the parents vary with their income).

These establishments admit children from 6 months to 7 years. The children are divided into several groups, with the membership varying according to the children's ages. Under two years, the membership is 10 children, but often the group is divided into two. From 2 to 3 years, the group has 12 children; from 3 to 7 years, 15 children.





Institutions of the "Daghem" type are open from 6:30 a.m. to 6:00 p.m. all year round, except for Sundays and legal holidays. In the beginning, these institutions were created for strictly welfare purposes, but now there is an effort to admit children of all social backgrounds.

The children in these institutions receive breakfast, lunch and a snack. They generally have a rest period at the beginning of the afternoon, so that the day does not seem as long and so that they can have the rest which doctors consider essential for children of that age. They also play outdoors a few hours each day, both in winter and in summer. As for programs<sup>1</sup> and educational material, the staff has an additional responsibility here, to rear the children as their mothers would, seeing that they eat properly, obey the health rules, etc. The teacher must also be able to detect, if necessary, certain family problems of her pupils.

There are at present, in Sweden, more than 439 institutions of this type handling more than 13,000 children, covering 2.5% of the children from 6 months to 7 years.<sup>2</sup>

The annual cost to the public authorities per of the "Daghem" type varies according to the institutions' child<sup>3</sup> in institutions location and equipment. It is certain that these institutions are generally less expensive, both as to construction and actual operating budget<sup>4,5</sup>.

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1. For details, see section 3 of this chapter.

2. As far as the age of the "Daghem" pupils is concerned, the admission age follows social legislation, under which all working mothers are entitled to stay home for a period of 6 months, during which they are paid 2/3 of their salaries. On the other hand, compulsory schooling begins at 7 years.

3. For details, see Section 1 of this Chapter, page 241.

4. For details, see Section 1 of this Chapter and Chapter D, pages 241 and 245.

5. In the "Daghem", parents pay registration fees only according to their income.

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8- This is one of the reasons why the needs of the population have not yet been satisfied, as shown by the waiting lists which, in some places, exceed 200 and even 300 names.

It is always hard to determine accurately the institutional needs of pre-school age children, since these needs depend on fluctuations in the labour market and on the birth rate; in spite of this, according to official plans and projections, there will have to be room in 1970 for 50% of all children from 4 to 7 years, if not for the whole day at least for a few hours (three to four).

For the present, in many localities, the lack of room in the "Daghem" type institutions is made up for by the "Familjedaghem" service (family day nursery system), which means that married women and mothers of families, for the most part, agree to take in not more than 2 children, for which they are paid relatively very little. It should also be added that the family placement service very often is run by the "Daghem" staff and controlled by it.

229- At the present time, fewer than 5% of all children from 6 months to 7 years are placed in this manner, and it is expected that, with the development of institutions for children of pre-school age, this percentage will drop rapidly in the future. In short, the family day nursery system is only a temporary solution.

"Lekskolor" (Institutions open all day, for children from 6 months to 7 years; the name may be translated as "maternelles préscolaires" in French and "Nursery Schools" in English.

The registration fees paid by the parents are uniform, and do not vary according to their income.)

Unlike the "daghem", which are open all year without interruption, six days a week, except for legal and religious holidays, the "Lekskolor" close on regular school holidays and in the summer. In principle, they are pre-school





institutions providing some education, whereas the "daghem" look after children and teach them how to live in society. However, in none of these institutions are the children taught to read and write. In fact, the distinction between the "daghem" and the "lekskolor" is rather artificial and meant mainly to eliminate the stigma of poverty attached to families whose children originally attended the institutions called "daghem" where the registration fees are calculated according to the income of the parents.

Even in this report, which theoretically should not contain this kind of value judgment, this concern, which we must acknowledge is truly touching, to wipe out every bit of social injustice toward a child and any mark of its origin that may wall it up in a compartment that children of the privileged classes never enter, can be seen and felt everywhere and at all levels. It should also be noted that it seems to give conclusive results and it is succeeding in mixing to an increasing extent children of pre-school age, regardless of their family backgrounds or the problems of their parents.

"Kindergartens" (Pre-school institutions that take two groups of children, one in the morning and the other in the afternoon. The children vary in age from 5 to 7 years.)

These institutions take in children from 9:00 a.m. to noon and from 2 p.m. to 5 p.m., but some are open all day. They are not integrated, but some are located next to institutions for children from 6 months to 3 years. In principle, these institutions do some teaching, as opposed to the "Daghem", but the children are not taught to read, write or count.



Pre-school classes: There also exist, in some schools, pre-school classes for children of 6 and even 5, in some areas and cases; but since this is a new experiment, there is as yet no data, and it is difficult to ascertain how many children they have. A pre-school class generally cannot have more than 20 children.

"Fritidshem" (Recreation Centres for school-age children.)

These institutions are for school-age children, but are generally attached to pre-school institutions. They are simply continuations of the "Daghem" and the "Lekskolor" and also supplement the "Kindergartens". These institutions have also undergone a change of name, as they were formerly called "Eftermiddagahem".

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These "Recreation Centres" were originally open only from 1 p.m. to 6 p.m. but because of the increasingly varied school schedules (especially in the first years of school, where courses may commence at 8 a.m. and end at noon or at 9 a.m. and end at 1 p.m. or even at 10 a.m. and end at 3 p.m.), it has proved essential to open these centres in the morning as well. The children go there before school, and return after school to do their homework and lessons, have a snack and sometimes dinner, and take part in the various recreational activities.

The "Recreation Centres" admit children from 7 to 14 or 15, i.e. those who are completing their compulsory school attendance. Since 1937, the period of compulsory schooling has been 7 years, but since 1962, the government has begun to implement the major school reform which, among other things, will lengthen the period of compulsory schooling to 9 years<sup>1</sup>. It will then

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1. For details, see Chapter D, Section (a), p. 263.





-233- either expand and enlarge the "Recreation Centres", or, . . . increase the number of "Youth Recreation Centres"; the decision has not yet been reached.

#### Leisure Homes (Youth Recreation Centres)

These "Youth Leisure Homes" or "Youth Clubs" are for boys and girls from 14 to 18. They are laid out in an exceedingly sumptuous fashion with many rooms and workshops, where practical work can be done, films and plays presented, and gymnastics and musical activities carried on. Young people can also take many voluntary courses in these institutions and attend lectures on subjects of all kinds.<sup>1</sup>

#### "Recreation Groups"

These are groups generally organized by adolescents from 12 to 18 years old who receive grants from the local authorities.

#### -234- "Sunday Schools"

These are the only institutions under the jurisdiction of the clergy; they are authorized to take in children of all ages, Sunday afternoon or all day Sunday.

#### "Children's Homes"

Orphanages no longer exist in Sweden; they are called "children's homes" and take only children up to 7 or 8 years, children having only one parent who cannot look after them, or else children from homes which are considered dangerous for their development.

However, children in this latter category are generally left at home and put under the supervision of a social worker who checks on the situation in the home, advises the parents, helps the child with his studies, etc. It is only in cases where the supervision system proves ineffective that the child is removed from his family and placed in a "children's home".

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1. For details see Chapter D- (Visits) pp. 269, 270





-235- It should be pointed out, however, that, under the law, a child may not remain in a "children's home" for more than one year. Afterwards, the child is given out for adoption and generally adopted in the space of a few weeks, since the demand for children for adoption is extremely high and it is practically impossible to adopt a Swedish child. In very rare cases, when legal adoption is impossible, the child is placed with individuals who are willing, for payment, to take charge of him until his legal majority.

The number of children placed in this way in Sweden does not seem to exceed 0.1% and it is hoped that this practice of "family placement" (foster homes) can be completely eliminated.

There are also a number of "children's homes" for seriously handicapped children the chronically ill. etc.

-236- All the institutions for children of pre-school and schoolage are organized, controlled and financed by the public authorities.



TABLE NO: XI

Institutions for pre-school and school-age children. 1941-1966

	<u>1941</u>	<u>1949</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
Total.....	347	674	1,035	1,170	1,157	1,281	1,333	1,514	1,703	1,891
Daghem <sup>1</sup> .....	not given		304	309	289	304	310	343	374	439
Lekskolor.....	"	"	861	922	946	1,054	1,107	1,175	1,311	1,435
Fritidshem <sup>3</sup>	"	"	121	130	117	129	126	145	108	191

Number of places:

Total.....	13,670	28,767	47,571	51,093	51,741	56,181	57,694	62,769	67,039	73,020
Daghem.....	not given		10,035	10,270	9,900	10,296	10,340	11,088	11,924	13,402
Lekskolor....	"	"	35,086	38,373	39,779	43,659	45,203	49,016	52,114	56,362
Fritidshem...	"	"	2,450	2,450	2,062	2,226	2,151	2,665	3,001	3,256

Geographic Distribution  
(Number of places)

Stockholm.....	not given	13,320	14,232	13,924	14,346	14,255	15,110	14,934	16,029
Göteborg.....	"	5,230	5,049	4,935	5,071	5,051	4,959	5,374	5,520
Malmö.....	"	1,721	1,761	1,973	1,921	2,044	1,971	1,999	2,265
Villages and country	"	27,300	30,051	30,909	34,843	36,344	40,729	44,732	49,206



Institutions for pre-school and school-age children, 1941-1966

1941 1949 1959 1960 1961 1962 1963 1964 1965 1966

Organizations with jurisdiction over these institutions

(Number of institutions):

Counties and municipalities not given 647 728 749 869 922 1,126 1,340 1,575

Profit-making groups

(all secular) " " 345 335 341 341 341 334 307 266

Factories<sup>4</sup>

" " 32 27 14 14 14 13 10 10

Private (profit-making)

" " 80 80 53 57 56 47 46 40

1. Daghem - institution for children from 6 months to 7 years, open all day, all year round.

2. Lekskolor - for children from 6 months to 7 years, open all day, but having the same holidays and vacations as public primary schools.

3. Fritidshem - recreation centres for school-age children - 7 to 14 years old, and older in some cases.

4. This decline in the number of institutions of this type is due to the closing of some factories in the north of the country, caused by their inability to export products that had become too expensive to be sold on the international market.





According to the Child Welfare Act of 1960, each municipality must have a "Child Welfare Committee". In matters dealing with young persons over 15 years, this committee is called the "Youth Welfare Committee".

It is the duty of the "Child Welfare Committee" to work for the favourable and general development of "conditions for the happy growth of young people". In order to reach this goal, the "Child Welfare Committee" must, on the one hand, take general preventive measures and, on the other hand, carry out "activity limited to the individual level, with a view to eliminating any needs or abuses it may note".



TABLE NO: XIIDistribution of Swedish youth by age groups

	<u>1953</u>	<u>1962</u>	<u>1970</u> <u>(estimated)</u>	<u>1980</u> <u>(estimated)</u>
10 to 14 years <sup>1</sup> ....	518,000	572,000	522,000	593,000
15 to 19 years....	428,000	640,000	539,000	541,000

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1. We have no figures for younger children, but it is possible to calculate them by comparing this table with the one giving the number of births.

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TABLE NO: XIIITotal number of births

<u>1940</u>	<u>1945</u>	<u>1950</u>	<u>1955</u>	<u>1960</u>	<u>1964</u>
95,778	135,373	115,414	107,305	102,210	122,530

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1. - FINANCING AND REGULATION OF PRE-SCHOOL INSTITUTIONS<sup>1</sup>

All institutions for pre-school age children, as well as recreation centres for school-age children, are under the control of the Ministry for Health and Social Affairs, which delegates its powers at the local level to "Child and Youth Welfare Committees".

The Ministry of Education and Ecclesiastical Affairs regulates the quality of the teachers by setting the standards for their training and seeing that these standards are observed.

The Ministry of Labour makes recommendations concerning the number and types of institutions for pre-school age children to be opened in the future, from the viewpoint of the labour market's need for female labour.

All that is needed for the opening of an institution of the "Daghem" or "Lekskolor" type or of a "Recreation Centre" is that the commune or municipality make a request that is justified by local needs, accompanied by a building plan for the future institution. This plan must conform to the standards laid down by the Ministry for Health and Social Affairs, but may be more functional and original than required by the standards.

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1. Monetary unit - Swedish krona - exchange rate, about 5 Swedish Kr. to \$1.00 Canadian. It is not to be confused with the Danish krone on which the exchange rate is about 7 kroner to the Canadian dollar.





### Financing construction

The government, however, gives no subsidy for the building or furnishing of premises which are the responsibility of the local authorities or of a non-profit association, if such is the case, or of an individual (which is extremely rare).

For the construction of an institution requested by the local authorities, the government generally grants long term loans at a relatively low rate. The government may also guarantee a loan contracted by the local authorities with a bank or loan society on a third mortgage. These loans may be for more than 70% of the taxable value of the building.

Financing is provided by the banks (including the Bank of Sweden) and by various loan societies (very often co-operatives). In special cases, the government may also grant a subsidy but this is limited to special categories, like invalid homes, for example.

For institutions for pre-school and school age children, this type of subsidy may be obtained from the special "Allmanna arvsfonden" fund, the revenues from which are used to finance the social activities of children and young people.

The system of financing the construction or enlargement of institutions for pre-school age children who are accepted for only a few hours a day (Kindergartens<sup>1</sup>)

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1. Generally, the term "Kindergarten" is translated in French as "jardin d'enfants"; however, it is very hard to tell just how close this institution is to what, in the French system, is called "jardin d'enfants", and that is why we have preferred not to translate the term into French.



shows some originality.

When an institution of this type declares that it wishes to become an institution open all day, it may obtain special assistance from the "Fund constituted by the estates of persons who die childless".

This fund devotes most of its revenues to the building of "Children's Homes" for handicapped children or the chronically ill, but also gives a certain percentage to other institutions for children, especially infants.

For all institutions for pre-school age children, a building permit must be obtained from the Ministry of Labour's regional delegated authority. This is especially important in communes whose building industries are affected by seasonal unemployment or, on the contrary, by labour shortages. However, these are not special regulations for the construction of institutions for pre-school age children, but a system applied to everything having to do with residential housing construction.

Generally, the procedure is as follows: the commune or municipality submits a building plan, or else the government decides to initiate a housing project, and requests the local authorities concerned to study it and make suggestions. Once the plan is accepted, there is a search for a private company to execute it. On the other hand, no private company has the right to build apartment houses from its own plans. For some years now, all new housing construction has, in addition, made provision for premises for one or more pre-school institutions.





This method of developing institutions for pre-school age children has proved effective and capable of procuring the best possible premises for the children, but it nevertheless has serious disadvantages. The aim is to space apartment houses relatively far apart, which in itself is an excellent idea. But this means that a pre-school institution in a building is not always easily accessible to children living elsewhere. At the time the tenants move in, several of them have very young children, since priority is given to young couples, but ten years later, the situation changes, and the pre-school institution built and equipped at great expense becomes worthless.<sup>1</sup>

However, the systematic construction of pre-school institutions next to primary schools would not have given such quick results for the very good reason that vacant land large enough to hold a pre-school institution is often no longer available near the school.

It should be noted, however, that an attempt is now being made to follow the second formula in order to establish, close to public schools, the greatest possible number of  
- 245 -integrated institutions, i.e. those that accept all age groups of children - from 6 months to 3 years, from 3 years to 7 years and from 7 years to 14 years, coming in before or after regular school hours.

However, the new institutions for pre-school age children are developing mainly in the suburbs because the cost of land, in Stockholm as well as in the other large towns, is very high (\$10.00 Can. or more per square metre)

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1. See Chapter D (Visits).



and, according to the standards, such institutions must be surrounded by playgrounds or gardens. Downtown, the attempt is generally simply to convert old buildings and adapt them to the children's needs and the required standards. This, then, does not mean financing construction but rather financing only the conversion. The government always encourages this kind of initiative through which old, delapidated buildings can be made functional.<sup>1</sup> In general, construction costs for an institution for pre-school age children are calculated at 5,000 Kr. (\$100 Can.) per place.

#### Financing expenses

Operating expenses are about 1,600 S. Kr. (about \$320 Canadian) per place per month and, in the "Recreation Centres", 600 S. Kr. (about \$120 Can.) per place per month; the latter rate also applies to institutions taking children only part-time (Kindergartens).

- 246 - The government covers only teachers' salaries, the rest being the responsibility of the municipality or commune, except for 20% to 30% (depending on the type of institution) which is covered by the pupils' parents.

The total operating costs (not counting teachers' salaries) vary according to the way the institution is organized and especially according to the way the food is bought and prepared.

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1. See Chapter D, the section on case studies and visits, pp. 279, 280 and 281.





In some institutions which are inside apartment buildings having cafeterias (as is often the case in new buildings in the suburbs) the price of the meals is spread over a larger number of consumers, which makes them less expensive, and there is thus a saving both in food costs and in the cost of extra staff. Other institutions that are near "Homes for the Retired" get their meals from these homes. Finally, there are others - the most modern - that have kitchens especially equipped to use frozen food and in this way realize a substantial saving.

This kind of equipment costs 6,000 S. Kr. (about \$1200 Can.) and includes a freezer and a special stove for heating the food. The difference in the purchase price between frozen food and fresh food is 3.25 S. Kr. (62¢ Can.) per child. However, there is also a saving of 18,000 S. Kr (\$3,600 Can.) on a cook's salary.

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It should also be added that extra staff is not plentiful and is hard to recruit, which makes the system of using frozen food all the more appealing.<sup>1</sup>

It is calculated that the operating expenses of institutions for pre-school age children for the fiscal year 1959-1960 were 56,000,000 S. Kr. (\$11,500,000 Can.) and that the amount has since risen appreciably. Some feel, too, that the government does not pay a large enough share and that the load carried by the local authorities is too heavy, but it is hard to judge the value of such assertions because of the lack of available documents.

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1. See Chapter D, Section 1 - Visits and Section 2 - Interviews, pp. 282-3.





TABLE NO: XIV

Expenditures by municipalities and communes  
for child and youth welfare

Year	Total number of children and young people involved	Proportion of young people under 16 (per 1,000)	Total expenditures in thousands of Swedish kronor
1955	51,972	28.5	22,400 (\$4,480,000
1956	55,936	30.4	25,615 Can.)
1957	61,718	33.4	29,892
1958	65,805	35.7	36,153
1959	69,022	37.9	38,576
1960	74,262	42.0	44,897
1961	77,541	43.9	52,876
1962	78,356	45.0	57,394
1963	78,931	45.7	61,096
1965 <sup>2</sup>	104,181	58.8	104,069 (\$20,800,000 Can.)

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2. The summaries for 1964 are not available because two  
communes did not send in their estimates in time.



## 2. - PHYSICAL LAY-OUT OF FACILITIES<sup>1</sup> IN PRE-SCHOOL INSTITUTIONS CHILDREN

The different institutions for pre-school children always have to meet the standards of the Ministry for Health and Social Affairs. The older institutions which did not meet these standards have, for the most part, disappeared and the remaining ones (mainly in the country) now are only a relatively insignificant percentage of the total.

The ministry's standards stipulate that the premises must be well lit and the floors must not be below ground level. They must be designed for easy maintenance requiring a minimum of extra staff. It is desirable to install such institutions in one-story buildings bordering on playgrounds. It is nevertheless permitted to install institutions for pre-school children on the ground floors of apartment buildings, in which case it is essential to have playgrounds in the immediate vicinity.

If several different sections are housed in the same building, each of the sections must have its own entrance, hallway and premises; one reason for this, among others, is to reduce the risk of infection and give the children a more serene atmosphere. This regulation is, of course, particularly important in the section for children under three.

The playrooms in each section have to be arranged so the teacher can easily keep an eye on the children. This is not obligatory but is recommended.

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1. For details, see Chapter D, Section 1-Visits and Section 2- Interviews.





Each section must possess its own washroom with toilet. As for the area, there must be a minimum of 3 square metres for each child over 5 years. For children under 5 years the area is 3.5 square metres and for those under 3 years, 4 square metres. The playground must, wherever possible, be not altogether flat and be sufficiently large. About 15 square metres of open ground must be provided for each child.

On the other hand, it must be so arranged that no child is more than 10 minute walk away from the institution, and it is essential that the children be able to walk to and from the place alone as soon as they are able to, without being exposed to traffic dangers. At present, however, this seems to be an almost insoluble problem.

New residential construction in the suburbs is often situated on both sides of roads leading to Stockholm and on which cars can be travelling at some speed (60 to 70 m.p.h.). This is done to make it easier for people living in the suburbs to get to the city, and the objective has been reached (about 20 to 30 minutes, depending on the location), but this is not always practical for children, who are obliged, in some cases, to cross the road. The use of bicycles as a means of transport for children and young people makes the situation even more complicated, in view of

- 250 - the desire to provide them with maximum safety and a minimum wait to cross the road. This is, however, only a secondary aspect of attendance at institutions for pre-school age children, although it is the subject of much discussion right now in Stockholm.



### 3. - CHILDREN'S ACTIVITIES IN PRE-SCHOOL INSTITUTIONS

The programs for pre-school children are similar if not identical in all the institutions. They have been greatly influenced by the German and British methods because, for some time, teachers trained in these countries were the most active in the pre-school field. They borrowed, first of all, from Friedrich Froebel's method, then from that of Maria Montessori, whose tendency to rigidity has been rejected; only her observations on equipment for training and entertaining pre-school age children have been accepted.

We should also note the influence of the work of psychologists who applied themselves to the study of the development of the personality of the child. The results of this work have had profound repercussions on all child behaviour tests and on child training methods.

The aim of these Swedish pre-school institutions is to instil the joy of living in the children and to teach them to enjoy themselves as groups without, at the same time, releasing aggressions harmful to others. Unlike the British system which often tries to recreate the family atmosphere in an institution, the Swedish system has attempted and, in a sense, been obliged, to create a different atmosphere and consciously to accept such a situation.

- 252 -      The institutions for pre-school age children are indeed too luxurious and too functional, and there is too much concern about giving the children maximum comfort for anyone to dream that their parents, even the most wealthy, could be able to give them the same thing.<sup>1</sup>

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1. For details, see Chapter D, Section 2- Interviews.





Generally, pre-school age children do not learn to read, write, or count and the attempt is made solely to develop them at the intellectual, physical, mental, emotional and social levels.

The children are divided for all their activities into two groups: from 6 months to 3 years and from 4 years to 7 years.

Children under 3 years are not considered group-minded, and are allowed to choose their games individually, advantage being taken of every chance to have them play as a group without, however, obliging them to yield to some form of discipline.

Children from 4 to 7 years have long periods devoted to individual play, which permits the teacher to ascertain the behaviour and tastes of each of her pupils. For this group of children, in addition, short assemblies are organized in which they chat, tell stories, sing or play records.

The children have at their disposal increasingly varied materials, but the main emphasis is on permitting them to identify with adults and to understand their parents' activities better.

253 - Each institution, of those open all day, has a special kitchen for children, where boys and girls, regardless of sex, prepare dishes and baked goods. Boys as well as girls are taught sewing, embroidery and even ironing.

Indeed, this is one way of eliminating the traditional division of labour between women and men, and creating a spirit of equality among individuals in face of the needs of daily life.





In addition to household activities, there are activities like cutting, drawing, working with clay, and various building games. The children also have sandboxes inside the building as well as in the garden, large tanks of water into which they can put various small objects (boats, etc.) and tools for making wooden objects. The woodworking activities are, however, less well organized than in the two model institutions visited by us in Denmark, because the layout and nature of the premises do not always lend themselves as well to such activities and because the Swedish institutions are often finished with expensive surface coverings that have to be safeguarded.

The daily program is generally divided into two parts. Free activities take place in the morning and later, about 11 a.m., there is reading aloud, then the meal and rest period, a session of music on records, a period of free play, reading aloud, and games with costumes or special activities.

- 254 - For children from 4 to 7, short assemblies are regularly organized, during which they chat, tell stories and discuss particular themes.

Those from 5 to 7 can choose an "activity theme" and go on a visit, for example, to the harbour, and then collect snapshots and illustrations in a special notebook, and discuss with the teacher those aspects of harbour activity that they found more interesting than the rest.

In the "Recreation Centres" for school-age children, the children are allowed the same activities, but slightly more developed level. Generally, primary school children do not have much homework (in principle, not more than a half hour) and have enough time for play and fun.



It should also be added that some integrated institutions for pre-school and school-age children, located in the suburbs of Stockholm, are surrounded by land on which artificial ski trails have been built, using earth dug up during the building of the subway. These lots provide the children with especially favourable conditions for practising various sports and enjoying themselves freely, both in winter and in summer.

At the present time, then, the problem of amusing or occupying the children who attend the various pre-school institutions does not arise, but the aim is to be able to

- 255 -take into these institutions all children, including those who are still obliged to play alone in the small gardens of large buildings, under the pretext that it is good for them to get some air, but, in fact, because their mothers cannot stand the tension caused by having a very young child constantly around. Indeed, it is admitted in Sweden that motherhood is no guarantee of an instinctive aptitude for raising a child (or even of treating it as it deserves) and that children of mothers in wealthier circles (including those who do not work) sometimes have just as much need to spend their days in an institution designed for them as anyone else.<sup>1</sup>

However, at the present time, partly because of the conclusions submitted by the Commission of Inquiry on Education, the whole philosophy of the training of pre-school

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1. Society seems to have the same attitude in this respect in France, but not in Denmark. In Great Britain, it is generally considered that a 4 year old child should spend a few hours a day in a nursery.





age children is again under question. This presents a serious dilemma, as yet unresolved, and arouses reactions of varying degrees of violence on the part of educators, psychologists, psychiatrists and sociologists. In this field, in short, as in others, there are quarrels among specialists. These quarrels can, of course, be prolonged indefinitely, because, whatever the case, some specialists have produced very scholarly works which give the impression that they have never spent an entire day in an institution for pre-school age children, other than as observers without any real responsibility.

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However, the problem will not be settled at this level but through dialogue between the government, parents and primary and secondary school teachers.

Parents demand genuine pre-school institutions like those in France, where children are taught to read, write and count. Primary and secondary school teachers, on condition that they are entrusted with the formulation of the programs and absolute control over their application, and the government is carrying on studies on the cost to the state of such a reform, in terms of the training of special teachers. The present minister of education, Mr. Palmer<sup>1</sup>, is one of the most convinced advocates of this reform, but before it can be adopted, it is essential to be able to recruit very well trained and prepared teachers. Unfortunately, not only is there a shortage of teachers for pre-school institutions but it is also acknowledged that those available do not always have the required qualifications.

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1. For details, see Chapter D, Section 2- Interviews.



57 C - STAFF

1. TRAINING STAFF FOR PRE-SCHOOL INSTITUTIONS

Sweden has 13 training colleges for nursery school teachers. These colleges are financed by the government. Tuition is free and the students receive bursaries which usually cover the cost of food and part of the cost of lodging.

The National Board of Education, a permanent body under the national Ministry of Education and Ecclesiastical Affairs, draws up the programs and supervises the teaching. After two years of studies considered as entirely professional, the students obtain diplomas from their training colleges indicating that they are authorized to become nursery school teachers. The period of study was lengthened in 1967 from two years to two and a half years, but will probably soon be three years. However, at the moment, the most pressing problem is to increase the number of graduates.<sup>1</sup> In the last two years, six new colleges have been built and the capacity of six existing colleges has doubled and even tripled, but it is hoped that attendance can soon be doubled again, since the demand is still heavier than the number of available places.

Nonetheless, a large number of applicants fail the entrance examination because, among other things, they do not meet the standards relating to experience with young children.

These norms require a one term training period as assistant to a graduate teacher in an institution for pre-school children; 4 months work with a child under a year old; 2 months work as home help in a family with young children.

In general, the applicants are rarely men (about 1%) but are mainly young girls or married women returning to school.

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1. In 1962, only 320 applicants were accepted, whereas in 1965, there were 840, which is still not satisfactory.





From the point of view of educational training, they are required to have 9 years of studies, of which 7 years must be compulsory schooling.

59 Training: Students must be prepared to look after children from one or two years to seven years old, but they are also given instruction enabling them to work in the "Recreation Centres" for school-age children.

Programs:

Humanities and sciences:

The principal subjects are:

Swedish literature;

diction and composition;

political science or civics;

sociology;

personal and community health;

adult mental health and biology;

anthropology;

economic sciences;

general psychology;

art and music.

60 Teaching methods: These are general teaching methods for young children, dealing with natural sciences, and also health, safety and religion. Students must be equally familiar with the Montessori and Waldorf methods.

Practical work: This includes gardening, modeling, sculpture, drawing and painting, embroidery, cutting and folding paper, sewing and woodworking. Certain theatrical techniques are also taught, including the use of puppets, pantomime, piano, singing, etc.

Practical experience: This consists of an observation program of children 6 years and under (3 hours a week); some observation of older children;





reports on the children observed; practice teaching with children 6 years and under (50% of the time or slightly less); complete responsibility for a group.

The practice teaching takes place in practising schools, government schools, private schools, various institutions for pre-school children, children's hospitals and schools for handicapped children.

Importance of the  
various subjects:

Generally, 25% of the program is devoted to basic theory; 15% to teaching methods; 10% to practical work; 50% to practical experience.

Obviously, those who complete their course (about 97% of the pupils) receive a good practical training; nevertheless, it cannot be concluded on this basis that they have sufficient training to teach.

For the development of emotional maturity and good mental stability in the students, emphasis is put on close relations between the students and their study directors, group discussions aimed at developing self-knowledge, lectures by outside specialists, social and cultural activities, participation in the setting up of a pilot training program, and, sometimes, obligatory courses on adult mental health.

Stress is also laid on co-operation with the parents. When students are preparing essays on child development and on education, they are told that their texts should be written in the form of explanations to the parents. They are also encouraged to try<sup>to</sup> understand the situation of parents who bring or pick up their children every day.



As far as community organizations are concerned, the future nursery school teachers study their working methods and responsibilities, and co-operate with them as much as possible in a practical way.

Teaching staff of institutions for the training of future nursery school teachers (Members of the teaching staff generally specialize in one or two fields.)

They devote themselves part-time to teaching these students, and also (especially those who direct the practice teaching) regularly teach young children or else hold administrative or university positions.

Those who give courses in the humanities and the sciences have to have the same university preparation as for the other schools on the same level, i.e. the "Fil. Kand." dr." university degrees (roughly equal to the master's degree and doctorate).

Those teaching basic theory hold university degrees (at least a "Fil. Kand.").

Teaching methods are taught by persons holding pre-school teaching certificates.

Practical work is taught by graduates of the Royal Academy of Music or of Arts, Training Colleges for Woodworking Teachers, Vocational Schools or the Dalcroz Institute.

All these professors must have practical experience with young children, and it is not always easy to find professors who have both this kind of experience and the required qualifications.

Those who supervise the practical experience of the students must be nursery school teachers of long experience and must take a special course. At present the course lasts 4 months, but there are many who want to extend it to six months or even a year.

Advanced courses: More than half the nursery school teachers subsequently take advanced courses but none of these courses is compulsory.

To permit former nursery school teachers to resume their careers, there are also special courses of 3 to 4 months.





However, there are fewer applicants than vacancies, because the courses are not obligatory and the staff shortage is so great that a teacher returning to work is willingly accepted without any question as to whether she should take refresher courses in some areas.

The advanced course programs give a general survey of modern child psychology and deal with methods of teaching children's literature, co-operation with parents, the sociological aspects of children and families in modern society and the role of pre-school institutions.

Since 1963, when the training of nursery school teachers became the responsibility of the National Board of Education, the latter has created new advanced courses.

These courses are entirely financed by the government and those taking them may obtain bursaries.

The subjects most frequently dealt with in this kind of course are methodology, techniques for the observation of children and theatrical activities as means of expression.

#### Professional rights and obligations:

Graduate nursery school teachers are generally members of the "Sveriges Forskollarares Riksforbund (Swedish Association of Nursery School Teachers). The representatives of this organization participate in negotiations with employers on salaries, hours and working conditions.

This association has obtained, among other things, a special room in each pre-school institution for teachers wishing to rest, converse or read. The association has also exerted pressure for teachers to be allowed to have their meals together (wherever possible) and for extra staff to be hired to supervise the children's meals (however, up to the present, this has been implemented only in some institutions).

In the large cities, as well as in the country, nursery school teachers often undertake responsibilities and co-operate with local authorities in the organization of



outdoor activities for children who cannot attend pre-school institutions for lack of room.

It should be pointed out that, when speaking of nursery school teachers, we are speaking mainly of women, since men form altogether only 1% of this professional career. This fact also seems to be one of the factors delaying salary readjustments (which have been under request for several years).

First of all, it is thought that the preparation of nursery school teachers is not sufficiently thorough to warrant higher salaries, and, in addition, it is considered, implicitly if not explicitly, that since these teachers are young girls or married women who are only rarely the chief support of a family, they do not have to be paid more.

A nursery school teacher

earns a maximum of : 24,000 Swedish kronor  
(\$4,800 Can.)

but her starting

salary is : 18,400 Swedish kronor  
(\$3,700 Can., approximately)

and the average

annual salary is : 20,000 Swedish kronor  
\$4,000 Can., approximately)

This year, 1968, the salaries of nursery school teachers are to be raised 3%.

However, it is possible that the salary increase will be accompanied by a change in the training programs, which will be lengthened. This means that those who already hold teaching positions will be obliged to take compulsory advanced courses.

#### ROLE OF STAFF IN PRE-SCHOOL INSTITUTIONS

The role of the teachers varies to some extent, according to the kind of institution in which they work.

In the Kindergartens, i.e. institutions which take two groups of children, each group for three hours a day, they





can experiment with teaching methods, attempt to develop special techniques and try some experiments. In a Kindergarten, however, the teacher is responsible for a group of children whose family environment is often more stimulating. In addition, she can more easily enter into a dialogue with a mother who comes for the child at noon and has a bit more free time than with the mother who comes for the child after a long day's work, as is the case in institutions that are open all day.

On the other hand, in institutions of the "daghem" or "lekskolor" type, the teachers know the children better and become more attached to them. To their pupils, they become true mother substitutes and it is then very important for them to be able to understand the children's reactions and not to be sharp with them in a way that can harm their emotional development.

It seems regrettable that teacher training does not take these fundamental differences into account and that the teachers must cope with them instead on the job. It should be noted, however, that young girls and women intending to take up a career in nursery school teaching generally do so knowing what is involved, as is shown, among other things, by the exceedingly low drop-out rate. Besides, it is beyond dispute that, with few exceptions, nursery school teachers love children and perform their functions to the best of their knowledge.

#### D. INDIVIDUAL EXAMPLES AND ASSESSMENT OF THE SYSTEM

The most remarkable thing about the Swedish system is that it has succeeded in never humiliating either child or parent. It is a system which, while favouring the admission of welfare cases, still succeeds, through very clever and intelligent controls, in mixing groups. In order to reach this goal, the government has been obliged, among other things, to establish exceedingly costly institutions, all as uniform as possible.





We should therefore stress that the institutions we visited, in Stockholm and the outskirts, were not model institutions and it should be considered that most Swedish establishments for pre-school children resemble the ones described here.

VISIT NO. 1-

Setting:

The city of Farsta is on the outskirts of Stockholm and was built in 1960. At present, it has about 30,000 inhabitants. A shopping centre has been developed in the middle of the city with community institutions in the immediate vicinity.

The shopping centre has a small pre-school institution, which takes children for two or three hours so that the parents can do their shopping. The premises comprise a large glass-walled room, a waiting room, washroom and office.

The staff is composed of a nursery school teacher and a trainee. The cost to parents is minimal (about 20¢). The institution is financed by the department stores, and supervised and controlled by the local authorities.

Youth centre:

This centre is close to the City Hall and other community institutions (library, hospital, etc.). It is a two-story building with several large rooms <sup>(The basement rooms)</sup> are used for physical education, judo instruction, storage of skis, skates, etc.

The ground floor rooms are used mainly for artistic activities: films; plays (generally put on by amateur groups); concerts; ballets; courses; lectures, etc. On the second floor are various workshops where the young people can do ceramics, learn to sew, take courses in cooking, health, photography, painting, etc.



One room is also devoted to musical studies.

The Youth Centre takes boys and girls from 12 to 19. It is financed by the local authorities and the registration fee is 5 SKr. (\$1 Can.) a year, but the materials used must be paid for by the parents of the boys and girls who attend the centre and use the materials.

However, if someone is especially interested in taking courses in painting, for instance, and cannot afford to buy paints, he can obtain a bursary or loan by applying to the director of the centre.

The entire teaching staff is composed of teachers working there a few hours a week. Since these are free activities, the centre does not grant any diplomas.

71 VISIT NO. 2-

Setting: Norckeby (suburb of Stockholm).

Apartment house built by a co-operative. The apartments cost from \$200 to \$300 Can. a month, depending on the number of rooms. The local authorities pay part of the rent for families that cannot pay this amount.

Ground floor:

a "Lekskolor" type pre-school institution and a restaurant, in which the tenants have to buy twenty meal coupons a month to keep its operations profitable.

The restaurant supplies noon-day meals to the day nursery and the building administration looks after the cleaning.

This pre-school institution is meant for the sole use of the tenants' children, but it





is financed, controlled and supervised by the local authorities. The institution has all the equipment generally provided for pre-school age children, including a special kitchen, toys, sandbox, water tank, etc. All the materials are supplied by the local authorities. The parents pay 5 SKr. (\$1 Can.) a day per child, with a discount for the second or third child in the same family. Those who cannot pay are not obliged to do so, or may pay less. The staff is composed of two teachers and two trainees. The number of children coming each day does not exceed 40, as prescribed by the regulations. There is a waiting list but it is relatively short (10 children).

Of the 40 children, six have only a mother (unmarried mother).

Special day  
nursery for  
sick children:

Also on the ground floor but farther from the main entrance, there is another pre-school institution which can handle up to ten children with light ailments (colds, coughs, etc.) at a time. It is managed by a nurse and assistant nurse.

VISIT NO. 3-

Bromma (suburb  
of Stockholm):

This pre-school institution is in a house built 20 years ago. The institution itself is 10 years old.

"Lekskolor" type institution: It is open from 7 a.m. to 6 p.m. every day of the week except Saturday and Sunday, but closes in the months of June and July.

Meals

: for the children arrive already prepared from the "Home for the Retired" (home for the aged) next door. The food is put into the oven on a tray to be heated, if necessary, then served



to the children without any need for plates.

(The same principle as in airline service.

In this way the staff can be considerably reduced.

Staff : 2 teachers  
4 trainees  
1 nurse  
1 part-time cleaning woman  
1 superintendent

Parents : pay 11 SKr. per child per day (\$2.20 Can.)  
and the operating expenses are calculated  
to be about double this amount. The difference  
is paid by the local authorities.

Teachers' salaries are not included in  
this amount, since they are always paid by  
the Ministry of Education and Ecclesiastical  
Affairs.

Toys: : are paid for by the local authorities; the  
request is submitted by the superintendent  
and generally agreed to as submitted. The  
superintendent estimates that her expenses  
for toys and various supplies (coloured paper,  
paints, etc.) amount to 100 SKr. (\$20 Can.)  
a month.

In the immediate vicinity: 7 schools of this type, yet there is a waiting  
list in the institutions visited of 50 to 60  
children.

Premises<sup>1</sup> : Children's cloakroom at the entrance;  
superintendent's office; small teachers' room;  
large well lit rooms where the children play,  
eat and have their rest period. Washrooms and  
toilets for the children, with no partitions  
inside. It is thought that there is no point in

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1. See Appendix No. 3 - Plans



teaching children that certain natural functions are shameful.

Equipment : Special, very modern kitchen for the use of the children; means for building separate little rooms; woodworking, painting and drawing; sandbox; tank of water; phonograph and record player; books and various toys.

#### VISIT NO. 4-

"Family Apartment Houses" : In Stockholm, there are two of these buildings, and 5 others in the near suburbs. These "Family Apartment Houses" include all community services.

The building : which we visited was built by Oll Englavists, a builder and philanthropist and an extremely rich and famous man in Sweden. It is twelve years old and its apartments were originally considered expensive. However, the rents have since been lowered because some mortgage loans have been repaid.

The building has 325 apartments in which live 800 families.

#### Apartment rents

: vary from 400 SKr. (for 2 bedrooms) to 550 SKr. for 3 bedrooms) (\$80 to \$110 Can.) per month. All the apartments have a kitchen and bathroom.

The tenants can have their meals in the ground floor cafeteria. This cafeteria resembles a fine restaurant because of its decoration and table arrangement. The tenants have to buy 20 meal coupons each month to ensure the operations of the cafeteria, which has to pay for itself.

Some people think this is a restriction of individual liberty.





The pre-school institution is on the ground floor and is part of the community services.

The registration fee is included in the rent.

Admission priority is reserved for children under 3, because it is considered that parents can find room elsewhere for children from 3 to 7 more easily than for younger children.

The number of children at the moment is 64, made up as follows:

12 children from 6 months to 2 years (staff - three nursery school teachers);

14 children from 2 to 3 years (staff - two nursery school teachers);

18 children from 3 to 5 years (staff - two nursery school teachers);

18 children from 5 to 7 years (staff - two nursery school teachers).

The hours of the institution are from 7 a.m. to 6 p.m., but the staff works only 9 hours a day in rotating shifts.

In the building, there are 4 apartments for teachers.

Proportion of single parents - about 25% (single mothers or fathers, generally unmarried mothers or divorced women).

Operation cost, per child, is 45 Kr. (\$9 Can.).

Food is supplied by the building's cafeteria.

Sick children (with light colds or 'flu) or working mothers

are looked after at home by a person from the "Home Help Committee", an agency subsidized by the local authorities in every municipality. The service costs parents 3 Kr.

(75 cents Can.) a day and for for a "single parent" the cost is 1 Kr. (20¢ Can.) a day.

Under the labour laws, however, every man and woman (father or mother) is entitled to 8 days leave a year for "child illness".

A couple (whether married or not) with a child is therefore entitled to 16 days leave a year for "child illness".

The children are divided into age groups.



The doctor comes around every two weeks and a psychologist comes on request.

The institution is open all year except for one month of vacation in July, but the superintendent arranges with the superintendent of another institution for parents who are working during this time of the year to send their children to this other institution.

Supplies and toys cost about 50 SKr. (\$10 Can.) per child per year. The superintendent submits her requisition three times a year in accordance with the arrangement she has made with the local authorities.

78 VISIT NO. 5-

Hässelby - 40,000 inhabitants

This is a close suburb of Stockholm (40 miles from the centre of the city) and an administrative dependency of the municipality of Stockholm.

Institution for school-age children of the "Recreation Centre" type which takes them in the morning before school opens and in the afternoon, after school. At the present time there are 15 children aged 7 to 14 years.

The parents pay 30 SKr. (\$6 Can.) per child per month; the actual operating cost is 20 to 30 SKr. (\$4-\$6 Can.) a day.

Staff: 3 teachers.

The primary and secondary school attended by the children is next door and the children merely have to cross the school-yard.

The institution: has three large rooms, with one glassed wall, a waiting room, cloakroom, toilets (with partitions) and a small room where a tired child can rest.

Equipment: child-size furniture, small desks, many group games in which the children have to select names of towns, numbers, colours, etc. No chess, checkers or card games. A small library, relatively limited in scope. A place to store skis and skates.





The teachers state that the children never have much homework (half an hour or one hour at the most). They spend the rest of the time at play. The teachers organize various educational games. (Examples: to make an individual drawing and comment on it; to guess the names of towns, historical heroes, etc.).

VISIT NO. 6-

Sodermalm Asoberget - a relatively old district in Stockholm. Housing conditions<sup>1</sup> in this district are relatively satisfactory. The houses are, for the most part, old ones in which the sanitary and other facilities have been improved. Rents vary from 200 to 300 Kr. (\$40 to \$60 Can.) a month for two bedrooms with kitchen and bathroom. (In the new, very modern houses, rents for the same living area vary from 800 to 1,000 Kr. (\$160 to \$200 Can.) or more per month.

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1. We are giving these details so that the Commissioners will have a better idea of the income level of the population of this district compared to the others.

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This institution for pre-school and school-age children is in an old two-story house, converted and improved so as to preserve its style and yet make it functional. The house is on a large, slightly raised lot giving a very beautiful panorama of the city. Of its type, it was the most interesting institution that we were able to see since it demonstrates the transformations that can be obtained, at little cost, from facilities that measure up to the children's needs.

The institution has 6 sections and, because of this, is in the category of "Day Homes". Fully integrated "Day Homes" or institutions of the "daghem" type, for children, have like the institution visited:

- a section for children from 6 months to 3 years;
- a section for children from 3 years to 5 years;
- a section for children from 5 years to 7 years;
- a section for children from 7 years to 14 years;
- a section for adolescents from 14 years to 18 years.

"Day Homes" generally have 4 sections, because it is thought preferable to have pre-school institutions close to home, and those for school-age children and adolescents close to school.

The capacity of the four sections is 73, and an attempt is being made not to take in more children. No limit is placed on the capacity of the two sections for older children because it varies with the time of year.

Waiting list - 80 children. (For all the integrated institutions, or "Day Homes", in Stockholm, the waiting list this year is 6,000 children, and it is hoped that a number of new institutions can be completed before the end of 1968; however, they will be able to take in only 1100 children.)



Absolute admission priority for working mothers (married and unmarried).

Admission fees: 15 Skr. (\$3 Can.) per week for a pre-school age child;

11 Skr. (\$2.20 Can.) for a school-age child;

9 Skr. (\$1.80 Can.) for adolescents 14-18 years old.

(The admission fees paid by parents are not tax deductible, because they are considered to be largely covered by family allowances. These allowances are in the amount of 225 Skr. (\$45 Can.) per child, paid four times a year, for a total of 900 Skr. (\$180 Can.) a year, or more than Canadian family allowances, which are \$108 Can. a year.

Staff: 8 teachers and more than 14 trainees.

Lay-out: Each section is a separate unit, built according to the regulations and plans already described. The younger children are on the ground floor, the older ones on the second floor. Age groups are not mixed except for meals.

### Personal

Observations: Obviously, the standards in the "Daghem" institutions in "Day Houses" are the same as in the other institutions of this type, as we were able to ascertain. Indeed, we visited too many institutions to think that we were shown only model establishments.

The chief differences among the "Daghem" institutions whose aims, in principle, are more markedly social than is the case with the "Lekskolor" and the "Kindergartens", consists in the fact that their interiors are finished less luxuriously. The walls are simply painted and not panelled in wood. The children also seem to have more





opportunities than elsewhere of engaging in indoor sports (roller skating) and handicrafts (small wooden objects, cut, shaped and painted).

VISIT NO. 7 -

Institution built by the Ministry for Health and Social Affairs,  
in the suburban area of Stockholm

Construction: 5,000 Skr. (\$1,000 Can.) per place, operating

Cost expenses 1,600 Skr. (\$320 Can.) per place.

Pre-school age children (6 months to 7 years) who stay at the school all day.

Food: frozen, to avoid the need for extra staff.

25 to 30 different items available.

Special

Equipment : The cots used for the rest period are mass produced and are used for pre-school institutions and children's hospitals. The same applies to the sheets and blankets. This enables costs to be cut appreciably.

The institution has a drying cabinet and a washing cabinet. That is where the children's clothes are dried when they come in from the garden and where the babies are washed and dried.

VISIT NO. 8-

Hagsätra.

Institution adjacent to a public school, for school-age children.

Number of children: two sections of twenty each, pursuant to regulations. For other details, see the reports of the preceding visits, as conditions are identical.

VISIT NO. 9-

Sundbyberg.

Institution for pre-school and school-age children (2 to 4 years, 4 to 7 years and 7 to 14 years). This institution is two years old. It takes in a total of 84 children. It is next to the public school.



The building is very modern and has two stories. On the ground floor are two pre-school sections and on the second floor the section for school-age children.

Admission: Children of non-working mothers are not admitted.

Parents pay 5 to 20 Skr. (\$1 to \$4 Can.) a day, depending on the age of the children, since pre-school age children receive two meals, whereas school-age children receive only one.

Food: Fresh, prepared and cooked on the spot. The superintendent herself keeps a watch on the quality of the vegetables and meat bought by the municipal service. Provisions for pre-school institutions, hospitals and similar establishments are bought jointly, wherever possible, so that wholesale prices can be paid.

Equipment: The same as everywhere else. In each section, a built-in washer and dryer. No wood paneling. Furniture, cots for the rest period, sheets, blankets, dishes, etc., exactly the same as elsewhere, permitting costs to be cut through mass production. The same applies to the equipment in the children's experimental kitchen, etc.

#### Special

Equipment : The rest cots are always put vertically in a wall closet. They are rolled out on a kind of rail. These cots are very light and easy to handle, of Swedish make, and used in hospitals and pre-school institutions as well as in private homes. Great space-savers. Can be moved by a 5 year old.

Classification of parents by profession ( Parents of the children in the 4 to 7 age group, composed of 20 children).

- (a) hairdresser;
- (b) nursery school teacher;
- (c) student;
- (d) 3 office workers (secretaries);





- (e) 2 members of the Municipal Family Guidance Centre;
- (f) Worker in an institution for the retired<sup>1</sup> (or aged, the term we use);
- (g) writer (the child comes for a few hours a day);
- (h) 2 journalists;
- (i) 4 hospital employees;
- (j) 2 people commencing a carrer in acting;

Of this group, two are divorced women, the rest are married couples.

General conclusions on observations made during the visits.

The institutions are, in all cases, extremely luxurious and cannot be compared with what exists elsewhere. Thanks to very thorough planning, the operating costs of these institutions are relatively low in comparison with the comforts provided for the children. Obviously no one, not even the very wealthy, could provide them with the same facilities at home.

The teachers and superintendents seem to love their work. The general impression is that they have plenty of experience, a great deal of understanding for childhood phenomena and very little theoretical knowledge, which is not necessarily a negative factor in the child's development.

The general atmosphere in these institutions is very calm although lacking any kind of discipline or strictness which might appear to be harmful to the child.

The children seem to look for the presence of the teachers and to require their help in organizing games. Their attitude to activities resembles that observed in Great Britain; they appear bored or resigned. "Spur of the moment" activity, absolute respect for which is recommended by a large number of psychologists, seems to manifest itself in a positive way only

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1. These institutions for the retired, or rather for the aged, are so luxurious that they cannot be compared with what exists in other places.



after intervention by the teacher and with her assistance.

## 2.- Interviews with teachers, psychologists and doctors<sup>1</sup>

All the specialists we met think that:

- (a) it is extremely difficult if not impossible to demonstrate scientifically what a child can gain or lose from a daily stay in a pre-school institution since everything depends on the child's character.
- (b) All the specialists admit too that children react differently according to their age. However, at this level, the specialists we met can be divided into two main groups; one group would keep the mothers at home until the child has completed its fourth or fifth year, while the other group, composed of younger and more dynamic individuals, asserts that each person's liberty must be respected and that a well organized institution can meet fully the needs of children of all ages.

Children under 3 need, according to the first group of specialists, to live in a restricted environment and have daily contacts with only one or two persons.

According to the second group, this is a traditional approach based on sentimental but scientifically unproven considerations. Everything, indeed, depends on the quality of the care given in the institutions. However, in general, the group thinks that

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1. The representatives of the Swedish Ministry of Foreign Affairs were kind enough to organize round table discussions for us, with various specialists, as well as visits to the Centre for Psychological Research on Pre-School Education, founded in 1958, and the Child Guidance Centre, founded in 1964.

It is impossible to report all the opinions here and we are obliged to confine ourselves solely to describing general trends.





a very small percentage of normal homes provide such young children with the kind of supervision, care and atmosphere best suited to their development. In a large number of cases, parents are too tense and nervous, too depressed or preoccupied to create a truly favourable atmosphere for a baby's development. Obviously, all problems of upbringing in a family environment are aggravated when the families are broken or underprivileged, providing a setting that can be harmful to the child's development. Children from 3 to 7 years should, according to the first group of specialists, attend an institution for only 3 to 4 hours a day at the most, in order to avoid the fatigue which appears in a child of this age after a morning spent in the company of several children.

The second group of specialists thinks, on the contrary, that the effects of this fatigue disappear after a well-organized rest period, and that the child is often happier in an institution than at home because:

the teachers are always available and the child does not interfere with adult activities, as is often the case at home;

it is possible for the child to associate with a greater number of children;

it is possible for the child to play more freely, without being afraid of spoiling or breaking something;

the child has the use of equipment and toys which no home can provide.

The second group of specialists asserts that some children starting school need psychiatric help, and the majority of these children are to be found amongst pupils from normal and wealthy homes.





Generally, the second group of specialists considers the present trend irreversible, that mothers of families cannot and must not be prevented from working, and that the important thing in the future is to define the nursery school programs more accurately and more in line with the child's interests.

Programs: According to the first group of specialists, in a pre-school institution, children should be given a substitute for the actual family atmosphere.

According to the second group of specialists, the programs of pre-school institutions must be completely changed and better adapted to the various age groups.

For children under 3 years, these programs must offer more stimulation. The teachers must be better trained, have a better knowledge of the psychology of children of this age and have a much larger number of educational toys available for their use.

For children over 3 years old, the programs must aim at awakening their intellectual curiosity so that, from 4 years on, they can begin to interest themselves in reading, playing with letters and numbers, then learning to read write and count gradually and without restraint, before reaching actual school age.

Teachers: Both groups of specialists feel that the present teachers at the nursery school level do not possess enough theoretical knowledge. They propose longer courses and better training in the fields of psychology and medical knowledge.

The second group, however, considers that teachers with such training should look after children under three only, while children from



4 to 7 years should be handled by primary school teachers, who should have one or two years of special training for this purpose.

Premises: Both groups of specialists admit that the available institutions are well planned and constructed, but the second group considers that "the children are given too much comfort and not enough education".

From the strictly medical viewpoint, pre-school institutions seem to have played an important role, in the detection both of childhood diseases and of emotional and other disturbances. According to the doctors questioned, when a child is <sup>in</sup> a pre-school institution, it is possible to eliminate in time anomalies in his character and tendencies which would later have become more marked and would then have been impossible to eradicate completely.

From the educational viewpoint, teachers of the first and second groups acknowledge that children who have spent two years in a pre-school institution are more successful in school than the others.





### 3.- Interviews with parents

Criticism of existing institutions: The parents we talked with are of the opinion:

that pre-school institutions are too luxurious, too well organized and do not allow the child enough opportunity to release his "surplus energy";

that the children do not have an opportunity to do manual work freely;

that they cannot scrawl on the walls as they please;

that the programs are too characterized by Froebel's educational ideas and seem to be meant for "good little girls" and not for lively boys;

that the children are not given the opportunity to play games with water and games that are integrated with daily tasks;

that the children are over-protected against possible injury;  
On the other hand, the parents acknowledged that the development of pre-school institutions was a remarkable achievement in welfare work;

that the life of women who must or want to work has been considerably eased;

that they have practically succeeded in meeting the needs of the groups from 6 months to 3 years;

that it is now a matter of faster development of institutions for children from 4 to 7 years;

that acknowledgment is urgently needed that children from 4 to 7 years should learn to read, write and count through play and without any of the pressure inevitably found in primary school.

Among the persons interviewed was a mother of four children who is actively working for the development of educational pre-school institutions. This woman lived for two years in France, and her belief is that:

"my children have never been as happy as in a small French nursery school where the classes had more than 50 children who



were taught to read and count in chorus".

All the other persons questioned thought that the Swedish system, which consists, among other things, in always dividing the children into small groups of 20, should be maintained:

that it must not be sacrificed in order to provide education for the children, but rather that more public funds must be spent so that teaching can be done within these small groups;

that such teaching must be under the control of the Ministry of Education.

#### 4.- Personal observations

From our information as a whole, we can conclude that pre-school institutions in Sweden have developed relatively rapidly, because the authorities wished to obtain greater participation by women in the labour market. However, as a result of this admission of women into various professions and trades, it has proved that a very high percentage of them are less well prepared for working outside the home than men. These women are often obliged to accept jobs with fewer responsibilities and at salaries lower than their husbands', and this situation has created almost insoluble problems for some couples.

It has proved to be a painful, for example, if not impossible situation for wives of professionals having some incomplete university training obtained in the past not to be able to work that meets their aspirations. Similarly, it has proved just as painful for wives of skilled workers to be obliged to go to work at the bottom of the ladder.

In order to alleviate these difficulties and problems, the Ministry of Education has developed a very large number of upgrading and retraining courses, the cost of which has proved very high and the results of which have not been conclusive enough because





the persons desiring to take them did not have sufficient educational background to understand ~~them~~ <sup>(with)</sup> them, the result that they became discouraged and stopped attending in the second term.

This explains, to some extent, the recent educational reform which lengthens compulsory schooling to nine years and is to be fully implemented in 1972-73. It also explains the present tendency of mothers to demand school preparation for their children from the age of 5 or even 4 years, i.e. at the pre-school level.

However, as the number of places available in these institutions increases, especially for children from 4 to 7 years, as is presently the case, the question of program revision presents itself all the more acutely.

As far as the authorities are concerned, the Minister of Education, Mr. Palmer, is favourable to the taking over of all programs for pre-school age children by his ministry, and a plan is being worked out concerning these programs.

This plan provides for the teaching of reading, writing and arithmetic, freely and without compulsion, i.e. without any real school obligation. The plan also provides for the teaching of a foreign language, which has already been tried in the Vacation Colonies organized by the Minister of Family Policy.<sup>1</sup>

The basic problem remains that of training teaching staff. It is impossible to entrust this kind of work to the present nursery school teachers because they do not have sufficient preparation for it, but also because of the very strong opposition from primary school teachers. Primary school teachers believe that they are the only ones authorized to give this kind of teaching, but, at the moment, there are not enough of them.

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1. Minister without portfolio





to meet the requirements.

Nevertheless, in spite of all these problems, it is more than probable that the reform recommended by the Minister of Education, Mr. Palmer,<sup>1</sup> will be carried out because it is in line with a general trend strongly influenced by the pressures of public opinion.

This trend can be summarized as follows: from 1940 to 1960, there was a special attempt in Sweden to promote social reforms, in order to eliminate differences in living standards between the middle class of society and the economically deprived classes or individuals. In the government budget, the highest expenditures were those of the Department for Health and Social Affairs.

At present, it does seem that Swedish society as such has arrived at the second phase of its development. This phase will be oriented mainly towards more thorough education at the primary and secondary school levels. It is more than probable that, from this time on, the reform of pre-school education will be carried out fairly rapidly because it concerns a sector which generally reflects most faithfully the concerns of the entire society within which it exists. However, from the strictly economic viewpoint, the Swedish labour market situation has recently undergone some changes which, although very minor in appearance, may become serious in the long run.

At the present time, and for about a year, some factories in the north of the country have been closing down because they have not succeeded in exporting their products, which have become too expensive to be sold on the international markets, and because of this, unemployment has grown in the large cities.

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1. Mr. Palmer's wife, whom we met, is a psychologist and sociologist, and works at the Child Guidance Centre, which she founded in 1964, and which today occupies a three-story building where more than 120 emotionally handicapped children are handled each year.



to be accurate, it is still relatively very low compared to other countries, but the government and the unions are already trying to set up machinery to wipe it out.

It is being hinted, among other things, in the press and on the radio, that married women should give up their jobs to unemployed men who have a greater need to earn a living. In several sectors, in addition, married women are being refused employment and preference is systematically being given to men.

However, partly for humanitarian and social reasons, but partly also because of the new situation which is appearing in the labour market and the fear of unemployment, implementation of the "shorter hours" system is being recommended. This system was originally worked out by two women, Alva Myrdal<sup>1</sup> and Viola Klein, in a volume entitled "The Two Roles of Women".

The system would permit all couples and "single parents" with young children to work fewer hours a day during the child's first two years, or to have a schedule adapted to the child's need for education and care.

There are two methods by which this reform can be applied. The first is to obtain the agreement of the employers for the working hours of the man and wife concerned to be divided so that one of the spouses can stay home in the morning, and the other in the afternoon.

The second method of applying this reform, and the easier to adopt, would be for the government to give "supplementary pensions" to the parents, allowing them to do a shorter day's work with compensation for lost wages.

It is this second solution which is now being recommended by the unions, because it would, among other things, make available a larger number of jobs, if not full-time then at least part-time, and would thus facilitate re-absorption of

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1. Presently, Swedish Ambassador to India. First Swedish woman ambassador.





the unemployed.

It should be pointed out, however, that the labour market situation which is having this adverse effect on married women who work, has no such effect on the development of nursery schools.

The authorities are, in fact, going ahead with the construction of these institutions because, precisely on account of the appearance of unemployment, public works programs are being accelerated. In the new apartment buildings constructed mainly in the suburbs of Stockholm to meet <sup>(need for dwellings)</sup> a still unsatisfied provision is almost always made for community services, and the building of pre-school institutions is considered a priority at this level.

From these facts, we can only conclude that the nursery school system will not only continue to develop but will also undergo improvements that are being demanded now, all within a fairly short space of time.



THE SCHOOL SYSTEM ORGANIZED AND CONTROLLED BY THE STATE.

F R A N C E

PHILOSOPHY: Educational and social



The pre-school system is structured, regulated and controlled by the government. This system is the responsibility of two ministries with distinct roles and different objectives but which, at times, complement each other. Within this system, two main types of institutions should be distinguished:

(a) public and some relatively rare private pre-school institutions called Nursery Schools, pre-school classes and Kindergartens, integrated with the Nursery School, under the jurisdiction of the Ministry of Education.

The public nursery schools accept children from 3 to 6 years old, and the integrated kindergartens take children under 2 years. They are entirely free, open all day and every child is entitled to admittance if there is room for it, and regardless of its parents' occupations or income.

(b) pre-school institutions, under the jurisdiction of the Ministry of Social Affairs, which are public or private and, depending on the ages of the children they handle and their operating schedules, are called:

crèches, boarding nurseries, day nurseries, kindergartens, "halte-garderies" (Baby-sitting centres) or counselling centres.

#### 1.- HISTORICAL DEVELOPMENT OF THE PRESENT PRE-SCHOOL SYSTEM

##### (a) Nursery schools and pre-school classes

The undisputable educational value of the pre-school training of French children is first of all due to its long existence and traditions.

The first institutions for the care of infants were called "Salles d'asile" (Infant Schools) and were organized by a minister, Frédéric Oberlin, in 1770, i.e. before the French Revolution. They were noted for the foreboding appearance of the premises, but some teaching was already being given in them. The children were taught to and were also frequently made to recite long prayers.

At the time of the Second Empire, the mayor of Paris, Denis Cochin,





took inspiration from Frédéric Oberlin's experiment and opened similar "Infant Schools" in several districts of the city. Infant Schools of the same type - although generally better equipped - also began to appear in rural areas, <sup>where</sup> they were organized and subsidized by the communes and philanthropic agencies.

Some of these establishments were nothing more than large rooms provided with high-rising tiers; others, like the still existing institution in Larzeilles which accepts only 40 children (as opposed to the 10 establishments in Bordeaux which take a total of 2,500 children), were better equipped.

13- Generally, social determinism is more in evidence in large cities, where the emerging industrial era brought with it 12 to 14-hour workdays and untold poverty, than in villages like La Flèche or Le Mans, where poverty was never so irremediable....We are, after all, indebted to a former pupil of the Le Mans "Infant School", Mme Pape-Carpentier, who later became director of the same institution, for the elaboration of a methodology for pre-school children.

Mme Pape-Carpentier favoured a methodology based on respect for the child and rejected any philosophy based on discipline and corporal punishment; but another woman, Pauline Kergomard, succeeded in creating from scratch a pre-school education system within which such a methodology could be applied, and which still exists in our time.

Mme Pape-Carpentier had succeeded, however, as director of the La Flèche "Infant School" in laying down a number of educational standards. In 1845 she published a work entitled "Conseils sur la direction des Salles d'Asile" (The management of Infant Schools). Two years later, she became director of the "Ecole de formation des maîtresses de Salles d'Asile" (Training school for Infant School teachers), which had just been opened in Paris. In 1878, at the time of her death, young teachers trained by her methods were training infants in the majority of Infant Schools.



04- For her part, Mme Pauline Kergomard was the first to understand the importance of a clearly defined, planned and structured system, strictly controlled by the government. She was a thin, not very attractive little woman, whose name history did not think fit to remember like the names of some popular heroes, but who had the very rare gift of foreseeing the dangers of what is generally called "charity". In order for pre-school institutions to become not "ghettos for the poor" but real schools, in the most constructive meaning of the term, Pauline Kergomard, who had become inspector-general, waged a real battle with the top-level administration and won. This was as much due to her tenacity and astonishing knowledge of the law as to the particular nature of the political situation.

In 1879 Jules Ferry, who had become Minister of Education, began a reorganization of the universities and a struggle to the death with the religious orders. Ferry, who was anticlerical, very soon realized the potential importance of primary education of children and endeavored to remove them from the possible influence of the voluntary day nursery system.

The Act of October 30, 1886 and the Constitutional Decree of January 18, 1887 replaced the Infant Schools with nursery schools, officially controlled by the Department of Education, free, secular and available to all without restriction, with teaching staff and inspectors to be trained and paid by the government. In addition, section 1 of the Decree of January 18, 1887 states that:

"In communes with fewer than 2,000 inhabitants of which 1,200 live in the same centre, the nursery school may be replaced by an infant class attached to the primary school" (Translation).

at the present time, this section, along with the whole Act of 1886 and the Decree of 1887, is still in force in its original form or slightly amended, and the French nursery school is not a philanthropic institution but one that complements and prepares for primary school, and is accessible to the whole population in the same way as institutions for compulsory education.





b) Pre-school institutions under the jurisdiction of the Ministry of Public Health

The crèches, boarding nurseries, kindergartens and public day nurseries developed mainly after the second world war, as much because of a sharp rise in the birth rate as of an increase in the proportion of single mothers, and as much by reason of the housing crisis in the large cities as of the greater participation of women in the labour market.

Originally, however, crèches and boarding nurseries were chiefly intended for the safeguarding of abandoned babies, and after that, of those needing medical care.

Crèches are governed by the Ordinance of November 2, 1945, on the Protection of Mothers and Babies, by the Decree of April 21, 1945, relating to the regulation of crèches, boarding nurseries, baby clinics and "gouttes de lait" (baby's milk clinics) and by the ordinance of April 18, 1951, relating to the regulation of crèches.

Kindergartens and day nurseries are governed by the Ordinance of November 2, 1945 on the Protection of Mothers and Babies and by Decree no. 52-569 of August 12, 1952.

Private, non-profit crèches and nurseries have existed since the beginning of the 18th century and have always rendered yeoman service to the people, and especially to mothers forced to work outside the home.

Private crèches and boarding nurseries may not be opened without the authorization of the Prefect, who has to exercise control over them in accordance with the law, and has the right to order their temporary closing. They receive subsidies from the communes and the government.

2.- ECONOMIC AND SOCIAL BASIS OF THE PRESENT PRE-SCHOOL SYSTEM

The prime basis of the French pre-school system is educational; the reason for this lies in French nursery school traditions as well as in present-day educational practice.

It is generally recognized that:

"Physical, emotional, moral and intellectual needs cannot be



completely satisfied by the family by the time the child is about four years old". (Translation).

In short, contrary to what exists in some other countries, in France it is acknowledged, both by society and by educational authorities, that the nursery school has become an indispensable complement to actual compulsory studies.

Several studies have shown that the number of failures in primary school is smaller for children who have attended a nursery school for two or more years. This situation is not due to whatever is learned in the nursery school but rather to the habit acquired by the child of living in a group, of being independent of its family environment and knowing how to behave in a school setting, where there has to be some order to the activities. Whether a mother goes out to work or stays at home, society no longer considers it her duty to fulfil the role of an educator because it is commonly recognized that the fact of being a mother does not automatically give that "intuitive knowledge", so often mentioned in the past, which enables her to give the child all the training it needs. On the contrary, it is thought that some women cannot stand the presence of a young child for a whole day, that they are too nervous and that it is preferable, for both the mother and the child, not to force such a source of tension on her.

However, this philosophy cannot be fully implemented at the moment, by reason of the lack of room in pre-school institutions, which often forces the director to give preference to children of working mothers.

At present, the number of women in a trade or profession outside the home exceeds 6,500,000, and this situation arises from three principal factors: the development of education for girls, the disappearance of legal restrictions and new credit facilities.

Women obtained the opportunity to take up studies in the same way



as men at a relatively recent date. The first Act providing for the establishment of a school for girls for each group of 1,000 inhabitants was passed in 1791, but was never enforced and was repealed in 1802. At that time only religious schools existed, accessible to those whose parents could afford the registration fee.

The Act of 1850 was the first to establish primary schools for girls in all communes of more than 800 inhabitants, then, under the Second Empire, Victor Duruy created courses at the secondary level for girls; but the teachers were females, and so could not obtain the necessary training, and the diploma was not recognized.

In 1878, Camille Sée tabled a bill which was to lead, two years later, to the creation of state and municipal high schools for girls. The "lycée" Fénelon, the first high school in Paris for young girls, was opened in 1883, but unification of the male and female programs did not take place until 1924.

As far as higher education is concerned, it has been accessible to women since 1885, but in practice, it is only since the end of the second world war that female students have been present in the different faculties in any great number. The same observation applies to vocational training, to which women were really admitted after the second world war, and that was because of the development of various new techniques requiring less muscular strength and more manual dexterity.

As of now, it is obvious and generally recognized, in France, that a woman who has spent two years in a trade school or three or four in a university, cannot be asked not to use the knowledge she has gained there (if she wishes to do so) on the pretext that she has become a wife and mother. It is even thought to be harmful to the national economy to give free training (studies are free in France at all levels) to women who are not going to use their knowledge later.

However, from the legal point of view, the absolute right of a married woman to work if she so desires was not recognized until 1965. Until





that time, a husband had the right to oppose it, i.e. he did not have to ask for legal authorization to exercise his veto but could quite simply forbid his wife to go to work, if he thought it proper to do so in the interest of his family. As head of the family, it was the husband who decided whether or not his wife's activity might hurt the family. He could even object to his wife's practising a profession that she had practised before her marriage. According to section 233, women could appeal such decisions in cases of violation of rights only. The Act of July 8, 1965 grants women freedom to work without any restrictions.

However, this Act only served to sanction an existing fact since, because of the above considerations, and also for more recent economic reasons, it is becoming increasingly more common for married women to work.

Credit facilities mushroomed between 1958 and 1965, creating a large number of new wants which one salary cannot always provide. Married women who, in principle, do not need to work and are not prepared for it, now are working with the sole aim of more quickly attaining some family comforts that they otherwise cannot hope to attain for some years.

The only time the public authorities tried to block this trend was in 1941, during the last world war. At that time the government attempted to keep women at home, but it was <sup>a</sup>question first and foremost of boosting the extremely low birth rate.

For this purpose "single salary" and "mother at home" allowances were instituted. This type of allowance supplements family allowances but is very small when compared with possibilities for earning even below average wages or income. At present, the "single salary" or "mother at home" allowance amounts to 180 F (about \$35 Can.) a month, and it is thought that a large proportion of the women receiving it are working part-time without declaring it. According to the law, only single mothers (widows, divorcees and unmarried women) are entitled to this allowance while working outside the home.

In short, the experiment does not seem to have proved conclusive,



which is all the more serious since France is the only country in the world to have initiated this kind of allowance. Because of this setback, there is a good deal of talk of doing away with the "mother at home" allowance and reforming the entire family allowances system in order to give higher amounts, starting with the second child, regardless of the mother's working status. At the present time, of 151,977 women receiving "single salary" and "mother at home" allowances, 147,940 are single women who work, and only 4,037 are mothers staying at home who, theoretically, do not go to work.

In view of the situation created by women working and its irreversible nature, the government has been obliged to provide better protection for pre-school children, which explains the development of all the institutions for these children. The institutions are under the jurisdiction of the Ministry of Social Affairs. The objective of these public and private institutions, which are regulated and often subsidized, is to replace family supervision, often inadequate by reason of the breakdown of traditional family structures.

Young couples in fact no longer live with their parents as was often the practice in France formerly, and the role of grandparents with regard to infants is no longer the same. However, there is also the question of protection for unfortunate or underprivileged children. However, this type of protection has existed in France for a very long time, and although its structures and methods have been changed or improved, it has very old traditions.

#### B.- NUMBER AND TYPES OF INSTITUTIONS AVAILABLE

Institutions for children are of the following kinds:

- (a) Establishments under the jurisdiction of the Ministry of National Education, providing free, but compulsory education accessible to all, for children from 2 to 6 years old, in:

Nursery Schools and some

Kindergartens (Hours: 7 a.m. to 7 p.m.);

Infant Classes attached to elementary schools and





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Infant Sections of elementary classes (same hours as primary school: 9 to 3 or 4 but often complementing day nurseries, to 7 p.m.).

(b) Establishments under the jurisdiction of the Protection of Mothers and Babies authority, and therefore of the Ministry of Social Affairs, theoretically providing care only for children under 6 years, but, in practice, this is not altogether accurate, since several institutions do give some instruction. These establishments are:

Boarding nurseries which provide day and night care for children under three, who cannot stay with their family and cannot benefit from a foster home, i.e. welfare cases and sickly children;

Health or welfare Children's Homes which board children or adolescents under special care, i.e. welfare cases, sick children and maladjusted children;

Child placement reception centres for facilitating the placement of a child when it cannot stay with its mother;

Child centres for wards<sup>1</sup> and similar cases, serving as reception centres between placements or as temporary refuges for children of the children's aid service;

Agencies which are, in the majority of cases, centres for wards or similar cases. They accept children from other than their own departments;

Pre-Apprenticeship centres for wards and similar cases, generally attached

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1. Wards: children under government care, generally orphans or abandoned children or children whose parents have been declared legally "unworthy".



to centres for wards and similar cases;

Children's villages, which are groups of small buildings, and accept children lacking maintenance, who are put in the care of substitute mothers;

Maternity homes for pregnant women who are at least in their eighth month, and which also accept a mother and child after childbirth for a period of three months;

Hospices for Mothers which accept the young mother and child for a maximum of one year;

Crèches which shelter healthy children under three in the day during the (hours: mother's working hours; absolute priority is reserved for 7 a.m. to children of working mothers; 7 p.m.)

Day care centres and Kindergartens which look after children from 3 to (Hours: 6 years old and give absolute priority to children whose 7 a.m. mothers go out to work; to 7 p.m.)

"Halte Garderies" which take children for short stays as occasion arises, when the mother does her shopping or other business, or on Thursdays, which is traditionally a day off in French primary and secondary schools<sup>1</sup>, and yet is not a day of rest for workers, or in summer, during the vacation period, but this is more rare since generally children then go to:

Summer camps or

Fresh-air classes organized by various institutions for pre-school children,

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1. There is a good deal of talk, at present, of changing this system, especially because of women who work, for whom this presents a problem. However, teachers are resisting this reform for pedagogical and other reasons.



open all year without a break, as is the case with crèches, day care centres and some kindergartens. Under the fresh-air class system, the children and staff are taken to the country and brought back in the evening at closing time for the institution concerned.

There is a continual increase<sup>2</sup> in the number of institutions accepting children under the age of 6 years, the age at which compulsory school education (which lasts nine years, i.e. up to the age of 16 years) begins. These institutions are under the jurisdiction of the Ministry of Education.

The number of schools and classes for pre-school education (nurseries, kindergartens, infant classes and sections) continued to rise in 1965-66: 32,317 nursery classes against 31,109 in 1964-65 (an increase of 3.9%) enabled 5% more pupils to be handled than in the previous year (1,507,202 against 1,435,774). Nevertheless, this increase is slightly smaller than the one chalked up in 1964-65 (4.6% and 5.7%).

At the present time, more than 50% of children from 2 to 6 receive pre-school education in public or private school nurseries. The programs of the Ministry of Education are planned in the expectation that in 1969-70, the proportion will be 60% of all French children of both sexes. The private sector of charity organizations and those run for profit, is relatively small and it is not probable that it can grow without government assistance.

Table No: XV

<u>Year</u>	<u>Public pre-school education</u>		<u>Private pre-school education</u>	
	<u>No. of children</u>	<u>Percent</u>	<u>No. of children</u>	<u>Percent</u>
1963-64	1,258,500	85 %	239,000	15 %
1965-66	1,650,000	86 %	239,000	14 %

2. See statistical tables in Appendix 2.





The distribution of institutions accepting children under 6 and which are under the jurisdiction of the Ministry of Social Affairs is as follows:

Table No: XVI

On Jan. 1, 1964

	<u>Number of Institutions</u>	<u>Number of places</u>
Boarding nurseries.....	180	7,087
Treatment homes for children ....	407	25,115
Crèches.....	484	18,840
Day nurseries and kindergartens <sup>1</sup>	647	28,710
"Haltes garderies".....	212	4,240 (approx.)

Table No: XVII

Crèches, day nurseries, kindergartens, boarding nurseries

(as of Jan. 1, 1964, by type of management)

	Crèches		Day nurseries and kindergartens		"Halte garderies"	
	<u>Number of places</u>	<u>Percent</u>	<u>Number of places</u>	<u>Percent</u>	<u>Number of places</u>	<u>Percent</u>
Department	3,940	21	975	3.5	3	1.5
Municipality	8,315	44	7,189	26	10	4.5
Family allowances Offices	367	2	704	2.5	74	35.0
Private:						
Welfare	4,615	24.5	14,519	52	66	31.0
Business	1,417	7.5	4,098	15	7	3.5
Other	186	1	325	1	52	24.5

Often established by welfare organizations or social services, like the S.N.C.F. (National Railways), the H.L.M. (low-cost housing authority), the Army, factories, the Family Allowances Offices, etc.



### Supplementary services

In addition to all these private and public pre-school institutions, there also exist some supplementary services, all controlled by the Ministry of Social Affairs.

First of all, the people are entitled to the services of 5,100 practising family-welfare working women, i.e. 1 per 9,600 inhabitants, which is obviously inadequate. These women most of the time give assistance to sick mothers or old people living alone. They generally work for private agencies and are paid by the associations employing them.

Experiments are also being carried out in "family placement by day", and are very attractive because this type of placement makes it possible to supplement and improve placements with foster mothers and baby-sitters, who until now were not under proper control.

There are at the present time, in France, some 16,000 foster mothers and baby-sitters but this type of placement does not seem to be destined to develop in its present form.

"Family placement by day" consists in entrusting to 2 child specialists the placement of about sixty children. The child specialists provide periodic supervision of children placed by them with baby-sitters in the neighbourhood, and have little headquarters where they remain on and/ call in which regular medical visits are organized.

### 1.- FINANCING AND REGULATION OF PRE-SCHOOL INSTITUTIONS

In the case of government pre-school institutions, the government gives lump-sum grants for the land, the construction and the furniture. Teachers' salaries are always paid by the Ministry of Education in the case of nursery schools and kindergartens under its authority.

In practice, the following is what happens:

The commune explains the need to establish new nursery classes or a new nursery school and shows in its request that the number of children in need of such an establishment exceeds 45. Then, with the Ministry's consent,





the commune prepares plans and specifications, enters into an agreement with the contractor, submits it to the prefect for acceptance and asks the Ministry to share the cost.

The difference between the government grants and the actual cost is made up by the commune.

However, in the case of rich communes, i.e. those in which there are a relatively large number of tax-paying business establishments, and in which fairs take place, the nursery school is built in conformity with the legal standards and regulations, and, then only, payment is requested from the government. This second way is always preferable because it enables the establishment concerned to be put up sooner, since, when a decision by the government has to be awaited, the matter can sometimes drag on for five years or longer.

In rural regions, especially, the government studies each request with a good deal of attention, in order to make sure that the sector is not one which will become depopulated in the future. It has happened in the past that, because of an exodus from the country, some nursery schools had to close for a lack of pupils, and the building had to be sold to individuals at a loss.

In the urban centres, however, the situation is not the same at all. On the one hand, the demand for accommodation is much higher and, on the other hand, there has been no success as yet in opening enough pre-school institutions to meet the immediate demands, much less future needs which keep on increasing.

The government grant for a nursery school is per class, and divided into three distinct sectors:

- (a) Payment for the construction;
- (b) Government grant for the land;
- (c) Government sharing of price increases based on the cost of living, during the construction period.



The size of the grants depends on the zones. Three zones are recognized (formerly there were four but since 1967 the fourth zone - the least costly - has been eliminated) based on the difference in cost between the much higher lands in urban centres and those in the rest of the country; on the cost of labour and on the cost of living, which are not the same in rural areas as in urban centres.

1. Paris zone (the highest) - Zone P
2. Medium cost zone - Zone A
3. Lowest cost zone - Zone B

In line with Decree No. 63-1373 dated December 31, 1963, and Decree No. 63-1374 dated December 31, 1963, relating to the terms under which government grants are given for first degree school equipment (nursery schools and nursery classes), the terms are as follows:

Sect. 1)

The government grant for school equipment for public nursery and elementary schools takes into consideration the cost of acquiring the building, construction costs including architect's fees and expenditures for primary equipment for the classes themselves and their annexes.

Sect. 2)

The government grant is a lump-sum grant. It is made by the prefect for each class constructed. Its size can vary according to the geographical area in which the construction is to take place. The prefect may make an additional grant, under conditions set by the Minister of National Education, especially when costs of acquiring and adapting the land are exceptionally heavy.

This Section applies mainly to the Paris region. In the rural regions, the communes very often provide the land free.

Sect. 4)

When the work includes the construction of a canteen, the government may give a lump-sum grant per pupil.

It should be remembered that all nursery schools give noon meals



and afternoon snacks, with a few exceptions.

Sect. 5)

The government grant for decoration is a lump-sum one; its size is fixed at 1% of the amount of the main grant.

Sect. 6)

Adjustments for price increases arising after the grant has been ordered, for additional work or for special foundations and improvements are paid for by the commune.

Sect. 7)

The work has to be done in conformity with the construction program for which the commune has received the grant. Until government representatives have checked on the completion of the work and its conformity with the plan approved by the prefect, payment of 90% only of the grant can be ordered.

Sect. 11)

The Ministers of National Education, of Finance and Economic Affairs, of the Interior and Secretary of State for the Budget are responsible, each in the area that concerns him, for the implementation of this Decree.

The amount of the lump-sum grants provided for by Sections 2 and 4 of the Decree, i.e. for the construction of the nursery school building, is laid down in Table XVIII.

TABLE NO: XVIII

Completed construction, per class (1965):	<u>Zone P</u>	<u>Zone A</u>	<u>Zone B</u>
<u>Nursery schools</u>			
Less than 4 classes	103,000 F.	97,900 F.	94,800 F.
\$	20,600 <sup>1</sup>	\$19,580	\$18,960
4 or more classes	95,000 F.	90,300 F.	87,400 F.
	19,000	\$ 18,060	\$ 17,480

1. Calculated at the rate of 5 to the Canadian dollar.





Canteen (per child fed, for the first 250 chil- dren)	450 F. \$ 90	430 F. \$ 86	414 F. \$ 82.80
For the next 25 children	200 F. \$ 40	190 F. \$ 38	184 F. \$ 36.80

The administrative bodies of the Ministry of Education in charge of the financing of nursery schools are:

1. Construction division
2. Regulation division
3. Educational branch

It has to be noted that, generally, the government grants cover only a small part of the expenditures compared to those that have to be borne by the communes, but it should be remembered that for all nursery schools and classes, the government completely takes care of teachers' salaries.

The communes can obtain long-term loans at a relatively low interest rate from the:

Deposit and Consignment Office	..... 5.25 or 6%
"Crédit foncier" (institution which gives loans on landed property)...	8.5%
Private banks.....	8.5 to 10.5%

However, the amount of the loan granted by the Deposit and Consignment Office may not exceed the amount of the government grant.

As far as the parents' share is concerned, nursery school is completely free, and the noon meal costs from 1 to 3 F (20 to 60 cents Can.) per child per day.



For public pre-school institutions, under the jurisdiction of the Ministry of Social Affairs, this ministry makes grants at the rate of 50% of the cost of the equipment and only 75% of the operating cost. The equipment cost is:

13,010 F per place for 1 crèche of 40 places  
\$ 2,602

11,928 F per place for 1 crèche of 60 places  
\$ 2,385

These figures are comparable to cost of necessary equipment for homes for the aged. The total cost of a crèche of 40 places is 520,000 F (\$104,000 Can.) and that of a social centre of smaller area is 410,000 F (\$80,800 Can.).

On the other hand, the operating costs of crèches are much higher than those of homes for the aged. The average initial cost, per child per day, is now 13.60 F, but seems to vary appreciably depending on whether it is a public crèche (17.00 F) or a private crèche (8.00 F). These differences seem to be due to the fact that staff qualifications are not the same. For the Department of the Seine, 70% of the operating cost is for staff, while other costs <sup>cannot</sup> be cut.

The regulations provide for a staffing rate of one person for every five children not yet walking, and one person for eight older children. The persons responsible for the care of children in crèches and boarding nurseries must have special training, as will be seen in Chapter C, on the training and role of personnel. Private crèches have to follow the same regulations, but some of these crèches use volunteer staff made up of nuns or lay staff.

As far as the parents' share is concerned, the registration fee varies with their **means**. In the departmental crèches managed by the Paris Public Assistance administration, parents may pay from 0.30 to 9 F (6 cents to \$1.80 Can.) per child per day.

The ministry pays (1.10F) per child per day, but this sum was reduced to 1.06 F for 1967, which is all the more serious since operating costs have risen. (In Canadian money, this difference





between (20.10) cents and (20.6) cents may appear negligible, but when dealing with large numbers, it is still significant).

Lump-sum financing is used for "haltes garderies". There are no construction costs- since this service is generally housed in local schools, - only staff expenditures.

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Kindergartens come after crèches but are not considered as a priority service as are crèches. The Ministry of Social Affairs gives grants for their construction but not for their operation.

It should be stated in this regard that most kindergartens under the jurisdiction of the Ministry of Social Affairs are private institutions operating on a charity or profit basis. In contrast to kindergartens under the jurisdiction of the Ministry of Education, these establishments charge admission fees which may be low or very high, depending on their actual objectives.

The distinction <sup>between</sup> kindergartens under the jurisdiction of the Ministry of Education and those under the Ministry of Social Affairs is not dictated, however, by financial considerations, but also rests in the fact that, in theory, the daily period of care is longer. In practice, however, this is not altogether accurate, since, nowadays, this latter type of kindergarten is also open all day.

The origins of the distinction between kindergartens in the school system and the others are basically due to religious considerations. Public education in France is secular and pre-school education was organized on the same pattern and in the same context. Hence, the only way parents who so desired could provide a different training for their infant children was to establish institutions capable of existing in another framework. Unfortunately pre-school education costs are too high for an establishment to be able to pay a staff similar to that under the jurisdiction of the Ministry of Education, and standards are not the same in private kindergartens regulated by the Ministry of Social Affairs.<sup>1</sup>

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1. For details see Chapter C- Staff.

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The private sector, mainly composed of institutions organized by the Red Cross, the National Railways, the family Allowances Offices, the "H.L.M." and individuals, receives grants mainly for the construction but sometimes also for paying teachers' salaries. Because of the shortage of available places in the public institutions, and especially as a result of pressure from, among others, the clergy, the 1957 Act gave private institutions the right to subsidies on the condition that they meet the standards prescribed by the regulations on premises. This action is under attack by teachers and unions who would prefer that this money be assigned to the development of the public sector which, in their opinion, is better regulated and better adapted to the needs of the whole population. Private establishments vary greatly in value. However, in general, children receive adequate care in them but, from the educational point of view, receive inferior training to that given in public institutions under the Ministry of Education.

All these pre-school institutions are supervised by inspectors who are under the Ministry of Social Affairs.

In each department, there is a Health and Welfare Director in charge of these inspectors. The inspectors of the Ministry of Social Affairs check on the state of the premises and their sanitation condition and see that the standards prescribed by the Acts and Regulations are observed.

The female inspectors of the sector regulated by the Ministry of Education check the educational aspect of institutions under its jurisdiction. These same inspectors serve as links between the various local agencies and groups, superintendents of nursery schools and teachers who initiate conferences, seminars and research work, organize meetings between nursery superintendents and parents, and submit proposals to the Ministry of Education on improvements and changes which, in their opinion, ought to be made.

Nationally, there are three female inspectors responsible for general inspection who have 110 departmental female inspectors under their direction. All the inspectors have training equal to (if not superior to, as is often the case) that of primary school teachers, several years of experience and often also some professional works to their





credit. They are generally highly qualified persons, whose work has already been useful and serves as a basis for program improvement as well as for the organization of pilot experiments.

## 2. PHYSICAL LAY-OUT OF PRE-SCHOOL INSTITUTIONS

### a) Institutions under the jurisdiction of the Ministry of Education

Nursery schools are generally independent school buildings which have their own heating system, kitche, canteen, superintendent's office, cloakroom, sanitary installations, rooms for the children and gardens. The size of the premises, number of windows, the finish and all the other details are very strictly regulated in official ordinances and instructions which are enforced with the utmost rigour.<sup>1</sup>

For some time now, there has been an attempt to build more and more units composed of a school for firls, one for boys and a nursery school, in a block of buildings separated by gardens or courts. Each building in the unit functions independently. This solution provides numerous advantages and an appreciable economy. However, it is not possible to apply it always and everywhere, since, in the heart of large cities, there is not always available a piece of land, suitable for a nursery school, and next to an existing school.

Infant classes attached to elementary schools and infant sections of elementary classes are inside the primary school. These classes have developed mainly in the country, where the number of applications for admission does not warrant the construction of an independent nursery school, or the opening of an integrated kindergarten in such a school. The number of attached classes can vary according to the needs. Generally, there is one class for 5-year-old children, or else three classes for 3-year-olds, 4-year-olds and 5-year-olds. The children are always divided into age groups; at one

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1. For details, see plans in Appendix 1-Plans and statistical tables.





time, there were only two groups divided into two classes, but later, it was thought preferable to create three classes corresponding to each development stage of the child, between 2 and 6 years.

The chief problem regarding the premises is to build and decorate them with maximum economy, which is a real achievement, because a nursery school is always more costly than a primary school. The premises are, therefore, never as richly furnished as those in the Swedish pre-school institutions, for example, nor as varied as those of British pre-school institutions, but although they are, in fact, school premises, they are more gaily and invitingly decorated. In France, nothing was sacrificed for luxury because French educational philosophy does not rest on the theory that physical environment counts as much as, if not more, than educational methods and the quality of those who have to put them into practice. It should be pointed out, however, that with very small budgets, French architects, working together with the teachers, have succeeded in creating integrated nursery schools that meet the needs of children under two, the "uneducables", just as much as those of older children. The adjoining gardens are very tastefully designed and yet are functional, since they permit very large groups of children to rest and play outdoors without getting in one another's way. An area is provided suitable for babies, in which they will not be posted about, and another part of the yard is reserved for older children.

As far as the nursery school building itself is concerned, it is divided up as follows:

The superintendent's office is near the entrance, after the parents' waiting room which opens directly on the office, but does not communicate with the reception room. A set of three windows or glass panels enables the superintendent to keep an eye on the entrance, the groups in the reception room and the games in the yard.



The reception room is large, bright, gay and inviting. It is the heart of the school. That is where the children arrive each morning; where they sing and do gymnastics together; where they also have their midday rest, but this is not a rule, since there very often is a separate rest room.

The rest room adjoins the babies' room; it is separated from that room by a glazed partition and glazed door, to permit the teacher to watch the sleeping babies and the older children at the same time.

Sometimes there is a common dining room for all the children, and at other times there is one for children under two who need more time for their meal, and a separate one for the other children. There is always a common kitchen, while the sanitary facilities are always separate.

-333- The children are generally in large classes by age group.

Very often, the superintendent's apartment is on the second floor of the school. In the country, the nursery school building sometimes contains apartments for the teachers.

The chief problem with the present-day nursery school is the large number of children per class, from 45 to 50, which places a very heavy load on the teachers.

b) Institutions under the jurisdiction of the Ministry of Social Affairs must meet standards regarding the amount of space for each child, sanitary conditions, lighting, etc. These standards are very specific and very strictly defined, as are the regulations relating to the lay-out of the premises. We quote, as an example, the regulations prescribed by the Decree of August 12, 1952, for kindergartens:

"Every kindergarten shall have as a minimum:

- An entrance hall forming a waiting room for parents, with room for individual changing booths;
- One or several lounges with child-sized tables and chairs;





- A ventilated recreation room, of large enough size and able to be used as a dining hall. This recreation room is not required in summer establishments or those that operate for only half a day;
- A kitchen- if the children have meals in the establishment;
- A garden or play yard, part of which is sanded, so the children can go out and play;
- A room that can be used as a temporary isolation room or medical examination room;
- Facilities needed for the cleanliness of the children (basins, toilets). (Translation).

Establishments authorized to accept twenty children under 3 years of age, or more than thirty children aged from 3 to 6 years, must have, in addition, a rest room of sufficient size to enable all the children under three as well as part of the children from 3 to 6 to have a rest; this room must have a rest cot for each child under 3 and a minimum of one rest cot for every ten older children. It shall adjoin one of the lounges and be separated from it by a partly glazed partition, so that the children can be easily watched.

In short, the lay-out does not vary from one institution to another, but in spite of this the shape of the building and its interior decoration may be different.

This is the reason why the very modern crèches (of which two or three were built in Paris recently) are more functional and more spacious than the others.

There is also a considerable difference between the day nurseries, kindergartens, crèches and "haltes garderies" that are part of the community services of the H.L.M. (low cost housing) and establishments of the same type in independent buildings.



### 3. ACTIVITIES OF PRE-SCHOOL CHILDREN

#### (a) Nursery schools

In principle, the nursery school schedule is that of the primary school but, in practice, it is almost always supplemented by a supervision service until 6 p.m. or even 7 p.m., which looks after the children until the parents return from work. However, the actual programs are spread over a timetable of three hours in the morning and three hours in the afternoon.

The programs are regulated by official decree, but the teachers nevertheless have some freedom of action.

According to Section 3 of the official Decree of January 18, 1887, amended by the Decree of July 15, 1921, the timetable comprises:

- "1. Physical exercises: breathing exercises, games, rhythmic movements done while singing;
2. Sensory exercises, manual exercises, drawing exercises;
3. Speech and recitation exercises, the telling of stories and nursery tales;
4. Exercises in the observation of familiar objects and beings;
5. Exercises aimed at the formation of basic moral habits;
6. For children of the first section: initiation exercises in reading, writing, arithmetic". (Translation)

The official programs are still divided into two sections corresponding to two age groups: 2 to 4 years and 4 to 6 years, but since 1954, an intermediate class has been added and teachers always divide the children into three groups. Generally, educators believe that there is too great a difference in development between a 3-year-old and a 4-year-old for them to be in the same class.



In nursery schools and in nursery classes, three groups have therefore been set up, i.e. 2 to 3 years, 3 to 4 years and 4 to 5 years. For some children, however, these norms are not as strictly applied, and when a child of 3 is thought capable of taking the program for 4-year-olds, he can move up into that class.

The official program is as follows:

Physical education:

"Duration of lessons: fifteen minutes, twice a day.

Simple gestures, singing and pantomime in circles, initiatory games and movements, topical lessons, little balancing exercises, games for sensorial and motory education, little group games and games of skill, breathing exercises on simple and amusing themes (modulated cry, whistle, blowing out of a candle, etc.)

Games and songs -

Small children's section:

- free and organized games;
  - class games with toys: dolls and dolls furniture, blocks, bricks, wooden animals, sand basin, etc.;
  - class games without toys; imitations;
  - action games with toys (yard or garden): sand and pails, wheelbarrow, reins, balls, bowling pins, etc
  - action games without toys (garden or yard);
- "off the ground" tag with singing; "it" tag; songs with mimicry, like "Pont d'Avignon"; rounds, songs by the teacher and the big children's section listened to by the little children; very simple unison songs.





Big children's section:

- free and organized games;
- class games with toys: as above; in addition:  
jacks; ball and cup; lotto; patience, etc.;
- class games without toys: like "pigeon vole"  
(similar to "Simon says").
- action games with toys (yard or garden): sabots  
(a game with tops); ropes; hoops; "passe-boules"  
(a ball-throwing game), etc.;
- action games without toys (yard or garden):  
hopping; hop-scotch etc.; with singing; "La Marjolaine"  
type game; songs with mimicry, group marching and movements  
with easy dance steps and figures using accessories: like  
"Dalcroze" scenes; two-part group songs learned exclusively  
by ear to instrumental accompaniment (violon or other).

Manual exercises -

Small children:

- bead stringing, pinking, flowers, modelling,  
unraveling, pricking, braiding, corking, etc.

Big children:

- as above and embroidery on canvas or paper (cotton  
or raffia); very simple little constructions of  
straw and cardboard; little exercises with a hook,  
fork, etc.; imitation of work done in the area so  
as to use local products.

Moral education -

Small children:

- general organization designed to avoid idleness and  
boredom and promote good humour and goodwill,  
which are preconditions for all education. Giving the  
children the kind of care which will instil good  
habits, win their affection and maintain harmony  
among them. Health counselling as needed without  
any formal lessons;



- practical moral education through individual and group games (habit of mutual aid), through house-keeping exercises (personal care and care of the home );
- household economy kits (thread, needles, buttons, brushes, etc.).

Big children:

- as above, while getting the children increasingly busy with one another (the big ones doing work for the little ones) and giving them little responsibilities and little things to do that are of general usefulness (upkeep of the school);
- a big child looking after a little one;
- care of apartment and garden plants; care of animals, if the yards and outbuildings allow some to be brought in without any inconvenience (harmless, relatively odour-free animals, which do not seem to suffer in captivity: turtles, fish, turtle-doves, white mice, etc.).

Lessons with objects or observation exercises -

Small children:

- free observation through the windows, where possible: the yard, the garden, the street;
- free experiments with toys and ordinary objects;
- observation exercises under the teacher's direction, aimed at getting the children to look, feel, sniff, imitate, ask and answer questions;
- putting ordinary objects in front of the children and into their hands; practical use of these objects before the children and with their help, so as to remind them of the names and uses of the objects;
- staging scenes in the lives of familiar animals using mobile characters (wooden animals, cut out pictures, etc.).





Big children:

- free or organized exercises as above;
- sharpening of the senses; hues and shades, shapes and sizes, weights, sounds, odours, flavours, etc. Very rudimentary notions with experiments with articles of clothing, food, housing, work (real objects and pictures);
- family customs of domesticated and wild animals, and not limited to their usefulness to man. How to care for pets. Names of food and ornamental plants in the area (trees in the yard, along roads, familiar flowers);
- direct daily observations of the seasons: work and products of the seasons according to the locality;
- location of the class and the school in the district, geographic notions using sand.

Speech -

Small children:

- pronunciation exercises using pictures and memory exercises.

Big children:

- as above;
- question and answer games, acting out verbs, oral conjugation with expressions of time (yesterday, today, tomorrow) etc.;
- children's stories told and read by the teacher and followed by chats with the children.

Arithmetic, drawing, writing, reading -

Small children:

- very diverse groups of similar objects: two, three, four, five, right up to ten and counting of these objects (individual bags of pebbles, little sticks, shells, etc.);



- free pencilling: outlines and laying out by means of blocks, bricks, little sticks, laths, pebbles, counters, buttons, etc.;
- attempts at copying these combinations on the slate;
- no reading exercises.

Big children:

- groups of objects: twenty, thirty, forty, up to fifty; half, third, quarter;
- little exercises in mental arithmetic: addition, subtraction, multiplication, division;
- written numbers from one to fifty;
- little written exercises in arithmetic with drawings to match; exercises and games with the metre, the franc, the litre, weights (scales, kilo, half-kilo);
- free pencilling once a week in a notebook so progress can be noted. Copying of leaves, outlines, borders, and rosettes by grouping and laying out of objects as before. Black and white or colour copies of these combinations;
- small symmetrical designs on squared paper, pricking and embroidering of these designs; copying of very simple ordinary objects; sketching of all types;
- basic writing exercises;
- basic reading exercises and, as soon as possible, daily copying of one of the sentences from the lesson on the blackboard". (Translation)

It should be emphasized that all sections of these programs are designed to promote the development of the child and make it active in specific occupations suited to the child's age. Contrary to existing programs in Sweden or Denmark, which are greatly influenced by modern psychiatric research, the French educational programs are worked out by educators who have a long experience of what is suitable for children.



In a way the programs for the "big children" are close to those in Great Britain, where 5-year-old children are in the first class of the compulsory primary school.

However, details in the official French texts show how important pre-school education is considered to be for the development of the young child. In this regard, it would be well to quote the bulletin dated September 3, 1965, of the Ministry of Education which gives the directives for the teaching of writing.

"Learning to write:

The departmental instructions, notably those of 1938, noted that what was to be obtained from all the students was legible, clear and neat writing, and these instructions are still entirely valid today. In addition to the general qualities that attention to writing and the proper upkeep of notebooks can develop in children, recent experiments have shown that the acquisition of good spelling depends at least in part on how carefully the daily exercises are written.

It should, however, be noted that nowadays a cursive writing is used which at no time requires differentiated hand pressure. The strokes are of uniform width and traced with a continuous movement.

There is therefore no cause to prohibit fountain pens or even ball-point pens, which give the advantages of practical convenience, on condition that they are well chosen and allow, without excessive strain on the fingers, wrist and forearm, the gradual acquisition of joined, regular and fairly rapid writing.

The teachers, therefore, will see to the proper use of the various types of writing instruments and will teach writing methods consistent with their proper use." (Translation)





All these directives concerning nursery school programs apply equally to kindergartens forming an integral part of private educational institutions of the first degree, since kindergartens of this type are also under the jurisdiction of the Ministry of National Education and come under the Act of 1886, which regulates nursery schools and infant classes in private primary schools.

In the other types of private or public kindergartens, under the jurisdiction of the Ministry of Social Affairs, education takes an active form. In kindergartens, there is no formal school teaching; what is done is rather to internalize the outside world for the child through the senses, and that is why such a high value is placed on colours, contact with and shapes of objects, singing, drawing, and manual activities (plant and animal care, etc.).

The equipment used in kindergartens is suited to the needs of the children, their size and their tastes. They are taught to choose freely, in complete confidence, from among this equipment, the object or occupation which will absorb their attention. Simultaneously with their relations with beings and things, the children learn to know themselves, to acquire self-discipline and to control their movements. They also have to participate in group activities: gymnastics, singing and round dances.

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In order to keep the children together, some kindergartens, following Froebel's system, organize the children's work around a central axis which becomes the "centre of interest" chosen from the immediate environment of the child or arising through some chance circumstance of daily life. The aim of the centre of interest is to exercise a group attraction and to interest the greatest number of children.

It is thought, however, that the kindergarten, as opposed to the nursery school, has to instil a taste for learning rather than impart knowledge. In practice, this requires much greater



supervision by the teachers, and that is why, in kindergartens, there are never more than 20 to 25 children to the group, whereas in nursery schools, the minimum class size is 45 children, and the maximum 50 children.

As far as kindergarten schedules are concerned, they vary. Some kindergartens are open only three hours a day; others have the same schedules as nursery schools. Generally, kindergartens run for profit are not open as long as those organized and managed by the various non-profit groups and organizations.

#### C-STAFF OF PRE-SCHOOL INSTITUTIONS

In France, pre-school age children go to three types of institutions; the crèches (or boarding nurseries), the kindergartens and the nursery schools, and there are three staff training systems corresponding to these three types of institution. In the crèches, the children are under the care of nurses and "governesses"; in kindergartens, of kindergarten teachers; in nursery schools, of elementary school teachers.

It should be pointed out that, in the three cases, the professions are different, but the "baccalauréat"<sup>1</sup> (diploma required for admission to a French university and two (or three) years of higher studies are needed for entrance into these professions.

However, these are professional women who have made a free choice to work with infants, since their diplomas also allow them to do other work.

#### 1- TRAINING

##### (a) Nursery school teachers

Nursery school teachers have to have a diploma from one of the teachers' colleges subsidized and regulated by the government. The elementary school teacher's diploma is flexible

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1. Kindergarten teachers may have an equivalent diploma.





and gives the right to teach nursery school as well as primary school. Consequently, it seems unnecessary to give details here concerning the programs, since the educational training is similar to what is given to primary school teachers in most western countries.

Why does a student-teacher leaving Teachers' College deliberately choose, as her field, the nursery school, where she will have to cope with a more fatiguing task than in a primary school? The choice seems to be due to the fact, <sup>that,</sup> in a nursery school, the chances for showing individual initiative are greater, and the future teacher is most especially anxious to be in contact with very young children, who are the most pliable and, actually, the most engaging.

Moreover, the directors of the Teachers' Colleges systematically direct their best pupils to the two most demanding branches of all first degree teaching, i.e. to the Supplementary courses constituting the most advanced sector of the primary school, from the point of view of the acquisition of knowledge, or to the nursery schools constituting the most advanced section from the pedagogical point of view.

#### (a) Kindergartens

At the present time, there is no government diploma for kindergarten teachers. Schools for the training of kindergarten teachers are private schools issuing private diplomas, but the only schools authorized to issue diplomas permitting the holders to practise are those certified by the Minister of Public Health and Population. The minister <sup>bases</sup> his decision on the advice of the advisory committee and after an examination of the files of each school.

For some years now, the training schools and the kindergarten teachers themselves have been very actively engaged in the unification and regulation of the profession. To ensure the same cultural level and serious training, the A.C.F.J.E. (Association of Training Centres for Kindergarten Teachers) was founded in



1946. This association worked out a minimum training program, entrance examination and conditions for obtaining a common diploma to which the member schools are committed.

-348- Other training centres for kindergarten teachers are grouped into the U.N.J.E.F. (National Union of the French Kindergarten) for the setting up of identical studies programs and the ensuring of a uniform diploma level. There are common diploma examinations for the students of the different schools.

Professional training of kindergarten teachers is given in one of the oldest schools for kindergarten teachers, the "Collège Sévigné" of Paris, which has had a course in education since 1912, in the following manner:

Applicants must be 18 years old and try an entrance examination and those who are accepted then take:

Courses in theory and practical work.

Theory:

These are courses given in the afternoon in the following subjects:

Child psychology;

general pedagogy;

practical pedagogy;

use of materials;

organization and practice of the kindergarten and of classes of small children, 11, 10 and 9 years old (i.e. sixth, fifth and fourth grade of primary school);

centres of interest;

documents;

keeping the children busy;

lessons;

observation;

school work;

discipline;

children's literature.



Concrete, experimental notions in science:

geography;

zoology;

botany;

hygiene;

social legislation.

Drawings;

water-colours;

modelling;

music;

solfeggio;

children's and popular songs;

marches;

round dances;

reed-pipe lessons (optional);

folk dances;

diction;

morphopsychology.

Manual work;

weaving;

binding;

woodworking;

pottery.

Physical education:

Details of this program vary each year, according to the knowledge and ability of the pupils.

Practice teaching:

Practice teaching is done in the morning, in the different kindergartens or small children's classes, either in the "Collège Sévigné" or in schools approved by the director of the "Collège Sévigné". First year students have to do three mornings a week of practice teaching. These training sessions change three times a year.





Second year students train four mornings a week and remain in the same institution for the whole school year.

The training is supervised by the director of the kindergarten in which the student is training.

The students give one lesson a week and are in complete charge one or two mornings each month.

The student submits her written plans for the lessons or morning sessions to the director for discussion with her. Each lesson and each morning session is followed by three critical analyses at training meetings: one by the student herself, one by her fellow trainees and one by the director of practice teaching.

This method gives kindergarten teachers self-control and teaches them to keep constantly improving.

The students go through a compulsory training period as camp counsellors (ten days, during the Easter vacation of the first year) followed by a one-month training period as camp counsellor (during the summer vacation following the first year). The camp counsellor's diploma is issued after a written test the following year, with the marks for the two training periods being taken into account. This diploma is a prerequisite for obtaining the "Collège Sévigné" Kindergarten Teacher's diploma.

#### Diplomas

In order to pass from the first to the second year, the students have to try an examination on theory and practical work. They are rarely authorized to repeat the first year. At the end of the second year, students who pass the final examination can claim the diploma for the course in education of the "Collège Sévigny". Foreign students taking the education courses receive a certificate confirming completion of their studies.



The teaching body at the Collège consists of full-time or part-time professors, who have had university training at the licentiate level (three or four years of university, depending on the discipline).

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#### Supplementary notes

The training of kindergarten teachers is generally inferior to that of nursery school teachers, if not on the practical side, then at least on the theoretical. According to information obtained from teachers, the kind of student recruited is not the same either. Future kindergarten teachers, for example, often come from the middle class, and are therefore girls who do not want a professional career but want only to work until the day they marry, which is not generally the case with nursery school teachers.

## 2.- TEACHERS' ROLE IN PRE-SCHOOL INSTITUTIONS

(a) Nursery school teachers not only are obliged to give the students school knowledge but also have to be fully aware of the role they play for children with a special need for affection. Their task is all the harder because the classes are very large (45 to 50 children, compared to 30 children per class in primary school) and they are nevertheless obliged to know each child well, be informed on its family situation and be able, if need be, to advise the parents.

In addition to these basic problems there are other special ones. According to regulations, for example, the teacher has to send home a child who comes in the morning with a cold or the beginnings of a 'flu attack, yet this is not possible in practice because the parents are at work. This question of slight childhood illnesses raises almost insoluble problems since there are no essential auxiliary services available that can provide regular and perfectly efficient home care for sick children.

The working schedule of nursery school teachers is, in principle, the same as that of primary school teachers, i.e. 30 hours a week, but in fact they sometimes stay longer in the evening to meet their pupils' parents.

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Professional situation

Nursery school teachers' salaries are, nevertheless, the same as those of primary school teachers; in 1965 the starting salary was 10,800 F (\$2,160) a year, and the maximum was 18,000 F (\$3,600) a year. (These salaries were recently raised and another increase is expected this year).

-354- In short, it may seem at first sight that nursery school teachers must be inclined to quit this sector for the primary sector after a few years of work, but this is not the case; on the contrary, most of those who leave do so because they get married and their husbands leave the city or commune to work in another place, or else because they have just had a baby and want to stay home for a year or two.

Because of the teacher shortage, the regulations are designed to penalize those who quit work for a longer period than that prescribed for sick leave or maternity leave and these years of "leave without pay", which may not total more than 6 years, do not count towards seniority. From the strictly humane point of view, this is an unfair practice, but one which the educational authorities explain by the absolute necessity to keep teachers at work and which they justify by the fact that teacher training is relatively long and costs the government a good deal.

Nursery school superintendents must have at least five years' experience as elementary school teachers, but generally have more. The superintendent's role is, in fact, very important for the development of the nursery school, where she has to assume many other duties in addition to her usual ones.

The superintendent is the one who, in the nursery schools, maintains direct relations with the local authorities; she is the one who prepares applications for grants toward the improvement of school premises; she, again, is the one who obtains funds for different kinds of social work, like summer camps, etc.

It is also up to the superintendent to co-operate with the parents' association that exists in every nursery school, to see that there are frequent contacts with this association, that the



different social events are organized and that they bring in enough money for the purchase of additional equipment for the children.

However, one of the hardest and most delicate of the superintendent's duties concerns the admission of children. In principle, there is no priority system in French nursery schools, but because of the shortage of accommodation, preference is always given to children of working mothers, but even there the choice sometimes has to be made as to which mother's children are to be admitted first.

(b) Kindergarten teachers

The kindergarten teacher is always specially trained for the education of pre-school children and must be particularly qualified to promote and guide their total development (physical and mental) through everything that goes to make up the daily life of children of this age.

She must know how to:

- make contact with the child;
- create a favourable climate: understanding, security, affection;
- respect each child's personality while encouraging it to enter a small group;
- stimulate spontaneous speech and sensory-motory activity;
- develop curiosity and attention;
- instil basic practical and intellectual habits.

Since she is very familiar with the child's needs, the kindergarten teacher becomes, in short, the best of "mother surrogates" when necessary.

The methods and techniques used by kindergarten teachers are based on a good knowledge of the child's development and its requirements and these are always active methods. Kindergarten teachers must be trained to get the child to do things instead of doing them for the child.





The training given to student kindergarten teachers in the 2 or 3 years of theoretical studies, practical work and practice teaching must develop an ability to adapt to each child's personality, which explains why kindergarten teachers are also appreciated for work with older children, for example in recreation groups or especially with maladjusted, handicapped or sick children.

Very often, in fact, the directors of sick children's institutions recruit kindergarten teachers because they consider them to be the best qualified and best trained type of staff for looking after sickly children.

Because of the number of kindergarten teachers employed to work with such children, the Department of Social Affairs decided, in 1962, to authorize the training of special kindergarten teachers whose diploma could be taken into consideration, on a par with that of a special educator, in the setting of daily rates.





TABLE NO: XIXNumber of active kindergarten teachers

About 3,000  
plus 310 specially trained  
kindergarten  
educators.

Number of kindergarten teachers under training

	<u>1st year</u>	<u>2nd year</u>	<u>Special training</u>
1966-67.....	741	719	90
1967-68.....	754	602	about one hundred

Positions held by kindergarten teachers

Of all the 1967 graduates:

58.6% are in the social sector;

33.9% are in educational establishments;

7.5% hold other positions (abroad, with families,  
etc.)

15% are continuing their studies: advanced, special-or  
towards the "baccalauréat";

5% have not taken any position for personal reasons.

Of all the specially trained kindergarten educators:

75% work with partly educable, very or moderately  
subnormal children;

10% work with motorially handicapped children;

6% work with young children who have personality  
problems or are psychotics;



4% work with slightly subnormal or educationally retarded children;

5% work with other categories of maladjusted children.

8- D. INDIVIDUAL EXAMPLES AND ASSESSMENT OF THE SYSTEM  
VISIT NO I -

We visited three nursery schools in the different districts of Paris, but we shall here describe in detail only one of these schools because, in a general way, the lay-out, timetable and organization of the daily program do not vary appreciably from one place to another.

What does differ, on the other hand, is the size of the classes which, in some districts, are the maximum allowed (50 children per class or age group), and in other districts are smaller, and the admission standards are obviously set in terms of this situation.

In the poorer districts, it is practically impossible to place a child whose mother is not working or even is working, but is earning a better than average salary.

On the other hand, in middle class districts, children of mothers who are working and earning any kind of salary are generally accepted, and in what are considered as being mainly high income districts, the admission norms are the same as in any public school. Outside the large urban areas, the situation is different and the number of available places is generally enough to meet the demand.





However, it seems obvious that the decoration of the premises and the organization of the games in French nursery schools do not at all depend, as is the case in Sweden, on the quality or variety of the equipment supplied by the government, but mainly on the ingenuity of the superintendent and the teachers.

a) Nursery School in the Sixteenth "Arrondissement" (Ward)

Setting: The Sixteenth Arrondissement is considered one of the richest districts in Paris, in population income; nevertheless the nursery school sometimes has to refuse pupils for lack of room. This shows, as we pointed out at the beginning of the chapter, that the nursery school is not looked on by society as a social work, but as an educational institution, the same as any other public school.

The nursery school building is close to the one housing the primary and secondary schools, but is separated from these two institutions by a garden and a house. It is an old building.

Lay-out: A large room to the left of the entrance. It is the reception room. This is where the children arrive in the morning and also where they wait for their parents in the evening. The room is lit by a large number of windows and a glazed door leading to the garden. The



walls are white, and have children's drawings hanging on them for decoration.

The children's clothes are hung along one wall. The hooks are at the children's height and under each hook is a place for boots.

There are also benches along the wall on which the children can sit down on arrival if they do not wish to play. For play purposes, there are available in the room several pieces of equipment which can also be moved to the garden, like: slides, ladders, hobbyhorses, and swings.

There is also a record player, and records are played in the morning to make the school atmosphere more inviting. Classical children's songs are played on the records.

In this reception room the children eat at noon and also have their afternoon rest on the individual folding cots. In good weather, the children eat and sleep in the garden.

In the reception room, a relatively wide and very well lit corridor leads to the end of the building, although there is no exit there. On the left side of the corridor glazed doors lead to three classrooms.



In order to get to the superintendent's office, it is necessary to go back to the waiting room leading to the main entrance. The office faces the entrance and its door is glazed so that the superintendent can watch the arrival of the children and the parents.

The corridor to the right of the main entrance leads to the kitchen. On the right side of the corridor are two doors, one of which opens on the teachers' cloak-room, and the other, on the children's washrooms.

These are school sanitary facilities adapted for little children (but not given any special educational character, as is done, for example, in Sweden or Denmark).

An unglazed door separates the corridor from the ironing room and the kitchen, which is very large and has a door to the garden. There are stairs leading from the ~~the~~ kitchen to the second floor, where there is an apartment for the superintendent, unoccupied at present.

How the  
premises  
are used:

The children arrive in the reception room where they are received by a student teacher who is one of the part-time staff.

The student teacher endeavours to exchange a few words with each child individually in order to set it at ease. She also plays





records, or gets the children to sing, or encourages them to start playing by themselves.

Most of the children undress and wait on the benches. Some of them start to play right away, but these are very few. However, none of those we were able to observe seemed out of place or unhappy to be there.

The teachers arrive at 9 a.m. and the children go into the classrooms.

In the youngest class, (2 and 3-year-olds) the children sit on the floor in a circle with the teacher. There are no school benches, only a few little, child-size tables and chairs. On the walls are children's drawings and a blackboard. The children have toys which are almost all made by them with the help of the teacher.

In the intermediate class (3 and 4-year-olds) there are no school benches. There are many toys made by the children, also drawings, blackboard on the back wall, and some child-size tables and chairs.

In the third class (4 and 5-year-olds) there are benches, small desks and much more of a school atmosphere.



Activities and timetables. The school doors open at 7 a.m. Children arriving that early (especially frequent in industrial districts) may go to sleep until 9 a.m.

At 9 a.m. the children enter the class-rooms (but the children are allowed to be sent in later, i.e. about 10 a.m.).

At the time of our visit, the children in the first class were singing with the teacher; those in the second class were having some letters of the alphabet explained to them; those in the third class were reciting in chorus one of Lamartine's poems learned the previous week.

In every case it was a group activity. No child seemed left to its own devices, unoccupied or bored and the children seemed perfectly adapted and used to the activities.

At 11 a.m. during recess, the children played in the reception room all together (the three groups).

At 12 noon lunch was served. The teachers left and were replaced by non-teaching supervisors.<sup>1</sup>

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1. Non-teaching supervisors are employed by the City of Paris, and are paid by the city. They are baby-sitters, usually mothers or students.





The children ate in the reception room, (all together at tables set up for them and covered with tablecloths) then the tables were removed and the folding cots set up for the afternoon rest.

At 2 p.m. the teachers returned and the classes went on until 4:30 p.m. (with two recesses).

At 4:30 the teachers left the school and the supervision service (two young girl students) looked after the children until 7 p.m.

The superintendent stayed in the school until closing time (and that is what seems to happen every day, except on Thursdays, when the teachers do not work and the supervision service looks after the children).

Interviews with

the teachers: Of the three teachers questioned, none had less than ten years' experience in the other, less prosperous districts of Paris.

One of the teachers worked for fifteen years in one of the poorest districts of Paris, and said she missed those days, when "it was possible for me to do not only educational but also social work".

The three teachers were married women and mothers.



Interview with

the superintendent : The superintendent has more than twenty years of experience as superintendent and teacher.

She has been on the job in this school for four years and has succeeded, through her personal initiative and the co-operation of the Parents' Association, in putting through a large number of repairs.

To get the funds for this type of work, the superintendent applies to the Prefecture of the Seine. When she obtains the authorization, the municipal council votes a credit extension on the basis of the plan prepared by the prefectural architect.

For toys for the children of her school, the superintendent receives 500 F (\$100) a year, but supplements this amount, according to her needs, with the assistance of the Parents' Association which helps her organize school festivities and other events.

As far as food is concerned, purchasing is done by the School Fund for all schools giving meals to their pupils. All the superintendent has to do is to keep a watch on the quality of the food.

The superintendent has the power to dismiss the ancillary staff (cook and cleaning woman), but may not request the



removal of a teacher except on very serious grounds. The inspectors then decide whether the request merits consideration.

However, the superintendent claim that, in her whole professional career, such a situation has never occurred in any of the Nursery Schools in which she has worked.

special  
problems

:According to the superintendent, the present problem with nursery schools is not quality of staff, but numbers, which are insufficient.

The relatively recent rivalry between school psychologists and teachers and the divergence between the two groups concerning teaching theories that can be applied to the over-endowed and under-endowed.

The difficulty of organizing children's activities in classes that are too large.

The absence of ancillary services for the home care of children with the 'flu or colds or slightly ill.

Occupations of the parents whose children attend the school  
visited: Lawyer, doctors, architects, a student at the School of Political Science, engineers, mechanic, garage owner, inspectors, university professors, diplomat, nurse, cleaning women, merchants, taxi drivers, postal employees, policemen.





Interviews with

parents of children in this school :Of the seven mothers interviewed, six go out to work and one stays at home but considers her two children happier at the nursery school than they would be at home. One of the mothers claimed that her oldest son, who did not attend nursery school, did not do as well in primary school as her second son who did attend nursery school.

As for the fathers who were interviewed (5), one of them, whose wife works as a secretary, said that the nursery school is indispensable for young working couples, but that women staying at home should not take up space in the nurseries with their children.

Another father said that women are too nervous and too tense, nowadays, to take care of their children, even if they stay at home and do not work. They think that a child of three is generally much happier in a nursery school than at home.

General

remarks

:The children seem to be more active in this nursery school than in the pre-school institutions visited in the other countries.

We visited the nursery school in question the day the children returned from their winter vacation (which lasts a week), and all the children without exception seemed happy



to be back at the school. Several of them brought little presents for the teacher (a miniature pair of skis, a flower, a glass ball, a cardboard sled made by the child).

It should also be noted that no child seemed to be intimidated. They all spoke freely (including the 2 and 3-year-olds) and were anxious to show their presents.

Terms like "happy children" are too vague to be used in this Report, and we can therefore state only that these children seem more wide awake, resourceful and frank than in the institutions we visited in the other countries.

However, we are obliged to add that we were able to communicate with the children in their own language, which we could not do in Denmark or Sweden, but could do only in Great Britain.

VISIT NO: 2 -

Cité du Chape-  
ron Vert

This is a model crèche and day nursery run by the Ministry of Social Affairs at Gentilly, on the outskirts of Paris, in a new district in which most of the apartment buildings are in the "H.L.M." (Low-Cost Housing) category.





Premises

:The institution is in a very modern two-storied building with a garden all around. The building is close to an H.L.M. block.

On the ground floor, there are three large, very well lit rooms, in which are the infants' cots and other facilities for them. The bathroom is at one end of the corridor, the kitchen at the other end.

The stairs lead to the second floor, where there are three rooms for the day nursery children, washrooms and cloakroom.

The premises are not as luxurious as in Sweden, nor as functional, but very well organized and easily reached by the staff and the children.

All the doors are glazed to facilitate supervision.

The walls are white, and decorated with the children's drawings and cutouts. The toys are also made by the children of the day nursery, but various other toys are available, like wooden building blocks. However, the impression is that the children's activities do not depend on their facilities and toys but on the quality of the staff and on the group games. The annual budget for toys is 500 F for the crèche and 500 F for the



day nursery (a total of \$200).

The staff consists of:

- 2 child specialists;
- 3 kindergarten teachers;
- 6 assistant child specialists;
- 2 psychologists;
- 1 doctor.

The crèche takes 50 children and the day nursery takes 50 as well, for the whole day and every day of the week except Sunday.

The parents pay, depending on their salaries, from 1.50 F to 10 F (25 cents Can. to \$2) per child per day. The total sum paid by the parents is enough to pay the salaries of the staff.

According to the superintendent, most of the parents are very much attached to their children. It is estimated that about 5% of the parents have no interest in their children and are anxious to have the children with them as little as possible. Of these 5%, not one is an unmarried mother. All the mothers of the children in the crèche go out to work, but a varying percentage of the mothers of children in the day nursery do not go out to work.



The general atmosphere seems to be "maternal" as opposed to that observed in the Swedish and Danish crèches, where it seems more "scientific". The child specialists play with the babies, hold them on their knees, etc.

2- General observations on pre-school the system in France.

1. Crèches :As far as the premises are concernce, they are much less luxurious and less functional, than in Sweden.

Much more fatiguing work is imposed on the staff, for this reason and because of the large number of children handled by these institutions.

2. Nursery  
Schools :It is practically impossible to make comparisons. The nursery school system, up to the present, has been unique of its kind and its great value (educational as well as social) remains undeniable. In this respect, it should be pointed out that in the three other countries visited, there is a demand for the establishment of institutions of this type, that the parents are insisting that the public authorities go ahead and establish them and that the reports of various commissions of inquiry on education recommend that this be done.





### CONCLUSIONS

The whole French pre-school system has three basic qualities:

- (a) Very clearly defined and strictly regulated structures which ensure the same treatment for all children regardless of their social background.
- (b) An educational philosophy whose vast superiority over the purely psychological and psychiatric philosophy stems from the fact that it gives tangible results, valid for all children, and that it stimulates them and gives them more self-confidence.
- (c) A very well trained staff which has received much more thorough theoretical training than in Sweden or Denmark and which has a much wider field of action than is the case in Great Britain.

The shortcomings of the French system reside in:

- (a) The impossibility of making classes smaller, since the authorities are not building enough nurseries to meet the needs of the population.
- (b) The teachers' relatively low wages and salaries.
- (c) The lack of public services for providing temporary care for a child who is slightly ill and whose mother works.



RECENT EXPERIMENTS:

- (a) At the moment, a new method of teaching foreign languages is being worked out in France, and the introduction of such teaching into the nursery school programs is being seriously discussed.
- (b) At the moment, also, an attempt is being made to assess the children's reactions in an environment other than their usual one and, for this purpose, there are being organized in the nursery and primary schools:
  - 1 - fresh-air classes
  - 2 - snow classes

There has not been sufficient study of the results of these experiments for such methods to be included in the official programs of the nursery schools.





PART III

GENERAL ASSESSMENT

WITH

SPECIFIC RECOMMENDATIONS



6- COMPARISON OF THE PRE-SCHOOL SYSTEMS OF

THE FOUR COUNTRIES VISITED

A - Great Britain

- 1- The British system leaves wide room for the initiative of various profit-making agencies and associations, and at the moment, the government is not willing to promote its development.
- 2- The public sector is small; it is under the jurisdiction of the Ministry of Education and is financed by the local school authorities and the government. The local authorities also make grants to recognized private institutions.
- 3- The personnel for pre-school institutions receives three years of theoretical and practical instruction for which thirteen years of primary and secondary studies are a prerequisite.  
  
The quality of this instruction is controlled by the government.
- 4- The future development of the system depends on the implementation of the recommendations of the Royal Commission on Education which requested the creation of nursery classes in public schools; this step, considering that compulsory education begins at 5 years, would gradually lead to school attendance by all children at the age of 4 years, for half a day.

B.- Denmark

- 1- The danish system leaves wide room for the initiative of various non-profit agencies.
- 2- The system is partly financed through subsidies granted by the municipalities to the administrating groups and agencies.
- 3- The personnel for pre-school institutions receives instruction which is mainly practical and lasts three years; 9 to 10 years of primary and secondary studies are a



prerequisite. The quality of this instruction is not controlled by the government and the official curriculum for such instruction was not worked out until 1963.

- 4 - The future development of the system depends on public opinion, the results, and the new teacher training system.

C- Sweden

- 1 - The Swedish system is organized and planned by the government.
- 2 - The system is financed by the communal authorities and the government.
- 3 - The personnel for pre-school institutions receives instruction which is mainly practical and lasts two years; 9 years of primary and secondary studies are a prerequisite. The quality of this instruction is controlled by the government.
- 4- The future development of the system depends on the implementation of the official report on education which requests the creation of an educational program for pre-school children and a change in the whole system of staff training in order to produce teachers capable of implementing the new program.

D- France

- 1 - The French system is planned and organized by the government.
  - 2 - The system is financed by the communal authorities, the Ministry of Education and the Ministry of Social Affairs.
  - 3 -(a) The personnel for pre-school institutions receives two years of training, for which the prerequisite is 13 years of primary and secondary studies. The quality of this instruction is controlled by the government.
  - (b) Nursery school teachers receive the same training as primary school teachers, and the prerequisite for this training is 13 years of primary and secondary studies and the "baccalauréat". The quality of this instruction is regulated and controlled by the Ministry of Education.
  - 4 - The future development of the system depends on the level of the subsidies granted for the construction of new institutions and nursery schools, and on a revision of the salary scale of kindergarten teachers and primary school teachers.
-





### GENERAL ASSESSMENT

- 1 - The British system is based on a sense of community fellowship and the organizational gifts of English women, as well as on solid training of personnel working with pre-school children.

Such a system can be accepted for the private sector in Canada, on condition that it is strictly regulated since it can be seriously abused.

Such a system can be used only for children under 5.

- 2 - The Danish system is based on goodwill and action by various charitable organizations.

It does not seem desirable to follow this example.

- 3 - The Swedish system is based on a planned, structured organization, but its programs for children and its teacher training program are inadequate.

Its example seems worth while following only in planning the construction of pre-school institutions and in the way the construction is geared to measures for smoothing out the business cycle.

- 4 - The French system is based on a planned, structured and regulated organization providing child care every working day.

This system, contrary to those in the other three countries, is based on instruction of pre-school children and not on their training.

It is a very exact and most strictly controlled system which gives the strongest educational and social guarantees.

It is a system that is accessible to all children without exception.

It is a system in existence for more than half a century and which has proved itself.



## C O N C L U S I O N

### In our opinion:

- 34-
- (a) In Canada, the French educational system should be  
adopted, but with improved standards regarding  
the size of classes and the number of urban establishments,  
as well as in every rural area, where needs exist.
  - (b) The British example should be followed of encouraging  
female groups that want to establish non-profit  
institutions for pre-school children ; however these  
institutions should be placed under the control of the  
local school authorities.
  - (c) Following the Swedish example:
    - 1 - The building of pre-school establishments should be  
planned to mesh with measures to smooth out the  
business cycle always having regard to the needs of  
the people.
    - 2 - Regional priorities for the establishment of pre-school  
institutions should be studied in collaboration with  
the Department of Labour, the Department of Social  
Welfare and the Department of Education.

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### ORGANIZATIONAL BASIS FOR A PRE-SCHOOL SYSTEM

- 1 - There has been a substantial increase in Canada in the number  
of married women and mothers going out to work, and this  
trend is expected to continue in future years.
- 2 - It has been proven by educators that not all parents are  
qualified to give their children the pre-school training they  
need, and that this situation seriously influences the future  
of these children from the emotional view-point and from the  
point of view of their scholastic studies.

In terms of these two postulates, it seems indispensable  
to protect all children, help mothers going out to work to accomplish their  
double role and permit those women in this country who do not go out  
to work, to give their children better training.





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In addition:

Given that:

- I - Canada is a federal state, whose population is divided into two main groups composed, in order of size, of: English-speaking Canadians and French-speaking Canadians, there should be created greater understanding and closer co-operation between these two groups.

A pre-school system:

- (a) would promote this understanding and co-operation;
- (b) could give courses in both official languages;
- (c) could give very young children a rudimentary knowledge of these two official languages which they would later be able to broaden with greater ease.

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- II - Canada is a federal state, whose population includes two homogeneous groups specially protected by the central government: the Eskimos and the Indians who have not yet been satisfactorily integrated into Canadian society as a whole.

A pre-school system:

- (a) would promote this integration;
- (b) would give Eskimo and Indian children the opportunity to learn both official languages with the greatest of ease.

It has, in fact, been proven that very young children learn one or two foreign languages with surprising ease.

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#### R E C O M M E N D A T I O N S

By virtue of the preceding and given that, under Section 93 of the B.N.A. Act, teaching is under the exclusive jurisdiction of the provinces, but given also that the federal government helps to finance education in various ways, notably through federal-provincial agreements, I propose:

- that the federal government work out a system of grants to encourage the development of pre-school institutions;



- that it make lump-sum grants of 75% towards the construction of all pre-school institutions and classes that will accept children for the entire work-day, and are under the authority of provincial departments of education;

- that these grants be worked out in accordance with the Labour Department's policies for smoothing out business cycles, but always having regard for the needs of the population;

- that the federal government make lump-sum grants of 50% towards the construction of all institutions for children under 2 years, under the jurisdiction of the provincial Health or Welfare Departments;

- that the federal government make grants of 50% towards the operating costs of all institutions accepting pre-school children for the whole work-day, under the jurisdiction of the provincial departments of education, and which agree to teach such children both official languages of the country for a minimum period of two consecutive years;

- that the federal government build and be wholly responsible for institutions for Eskimo and Indian pre-school children.

Given that the only pre-school institutions that can be under the authority of the federal government are those for Indians and Eskimos, such institutions must become model establishments.

I propose:

- that these institutions be built and organized to receive all pre-school children;

- that these institutions be the responsibility and under the control of the Department of Northern Affairs and the federal Department of Labour;

- that these institutions be organized in all large centres in which live more than twenty-five Indian or Eskimo families;



- that these institutions be large enough to hold 80 children, twenty to a class and ten children under two to a group;
- that in these institutions, children under two be under the supervision of graduate nurses, two nurses to a group;
- that these nurses be obliged to have one year of special training in the field of child rearing, and that they possess a perfect knowledge of both official languages of the country;
- that in pre-school institutions, children over 2 be taught by primary school teachers possessing a perfect knowledge of both official languages of the country, and who had a one-year course in an Eskimo or Indian language;
- that these federal pre-school institutions be open to everyone, including children who are not Indians or Eskimos;
- that admission to these federal pre-school institutions be free and the price of the noon meal be based on the parents' income;
- that these federal institutions be built, wherever possible, close to the primary school, if such a school exists in the locality concerned;
- that these federal pre-school institutions always have available the services of one full-time social assistant;
- that these federal pre-school institutions always have available the part-time services of a doctor;
- that religion be taught in these federal institutions by representatives of all denominations and in accordance with the wishes of the parents;
- that these federal institutions have as directors, primary school teachers with more than ten years of experience;
- that the director be obliged to organize, in each case, a parents' organization as representative as possible of the

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ethnic composition of the school group.

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Judging from the documents we were able to obtain and whose value we were unable to check since that was not part of our commission, the present situation in pre-school education in Canada seems to be as follows.

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A P P E N D I X N O I

ACKNOWLEDGMENTS





A P P E N D I X N O 2

B R I E F B I B L I O G R A P H Y



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(For pages IV to XII see original text)



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A P P E N D I X \_ N O : \_ 3

STRUCTURAL LAY-OUT OF VARIOUS INSTITUTIONS

AND STATISTICAL TABLES





A - BRITAIN



III-

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B- DENMARK



C - SWEDEN





D - F R A N C E



D E N M A R K





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APPENDIX NO: 4

DOCUMENTS ON CANADA



CANADA

(On the basis of the reply given by the Canadian Education Association, based on information obtained by the provincial departments of education).

STRUCTURE AND ADMINISTRATION

Translation:

Types of institutions: There are three types of pre-school institutions in Canada: the crèche or day nursery, the nursery school and the kindergarten, which are found mainly in large urban centres.

Day nurseries and nursery schools admit children from 2 to 5 years. The kindergartens are for children from 5 to 6. Some private institutions take children from 2 to 6; they may be considered as "kindergarten-crèches".

Organization, financing and regulation: Day nurseries can be found in two provinces, Ontario and Manitoba. They are under various auspices: churches and religious groups, local communities, welfare agencies, public authorities and individuals. Nursery schools and kindergarten-crèches, which are mainly private concerns, exist in almost all the provinces.

Public kindergartens, established mostly by urban school boards with the consent of the Department of Education, exist in seven of the ten provinces. These institutions are part of the school system, that is they receive the same grants and have to fulfil the same obligations as all public schools. They are also under the control of the school authorities. These authorities generally have elementary school inspectors respon-



sible for the supervision of kindergartens and the first three grades of compulsory education.

Various provisions: Pre-school education is optional. The regulations generally state that a child must have reached the age of 4 on December 31 previous to his entrance into kindergarten. Since the school year begins in September, it follows that the minimum entrance age for a kindergarten is 4 years, 8 months. In Ontario, some kindergartens accept children from the age of 4 years. As has been stated, the minimum entrance age for day nurseries and nursery schools is 2 years.

Pre-school institutions other than public kindergartens generally charge for their services. The size of the fee can vary considerably. In day nurseries, it depends on the parents' means, but the rates are never very high since these institutions are generally subsidized through the local welfare funds. Some institutions administered by churches, religious orders or welfare agencies are free. However, some very well equipped private institutions can be very expensive.

There is nothing prescribed as to the number of children per class.

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#### PROGRAMS AND METHODS

Educational techniques and activities. The Departments of Education of Ontario, Saskatchewan and British Columbia issue kindergarten "manuals" (containing programs) for the teachers, while in the Province of Quebec the Catholic Committee's instructions contain directives for the conduct of Catholic kindergartens.

All the official programs stress the need to promote the child's intellectual, moral, social, emotional and physical development. In school systems where religion and education are closely linked, the child's spiritual development is also mentioned.





There is no formal teaching. The aim of the kindergarten is to give the child a variety of experiences to facilitate its subsequent progress in school. Thus, listening to a story, looking at pictures, relating events, and discovering the environment are so many exercises to help the child when it first learns to read.

Private pre-school institutions follow their own program, the contents of which largely depend on the training<sup>and</sup> experience of the teachers. The day nurseries are in close contact with persons of authority in the field of pre-school education and their programs are based on the soundest principles of education of the young child. Since the children spend the whole day there, as much attention is devoted to their health and feeding as to their education.

Most authorities responsible for pre-school education publish lists of equipment needed for nursery schools or kindergartens, either for outdoor games and exercises or for class activities. There is no compulsion in this respect and the kind and quantity of equipment varies from one school to another. There is greater uniformity in public school kindergartens, which follow the advice of experts and are in a position to obtain almost all the equipment recommended.

Teaching language: The teaching language in Canadian schools is English or French. The introduction of a second language into pre-school education does not seem as yet to have been the object of research or experiments of any importance.

An attempt to teach French by television to pre-school children was begun in the 1959-60 school year and is continuing. Although this is not a special school program, many kindergartens and lower grades of primary schools take advantage of it.



Study and research centres: Research on pre-school education is being carried on in four main centres, two in Ontario and two in Quebec. The Child Study Institute of the Department of Psychology of the University of Toronto is especially active. It publishes the results of its many studies in monographs, bulletins and other publications. The institute is often consulted when a pre-school institution is to be founded. The other Ontario centre is the College of Education, which is engaged more in the training of teachers than in research.

In the Province of Quebec, the centres are the pre-school education division of the "École de pédagogie et d'orientation" of Laval University and the "Institut de pédagogie" of the University of Montreal.

#### SOCIAL AND MEDICAL ASPECTS

Links with economic and professional life. The concentration of pre-school institutions in large cities is a good indication that these schools are there to meet social needs. The oldest day nurseries have a long past of social assistance, working mainly with children of needy and broken families. During the war of 1939-45, new nurseries had to be opened for children whose mothers were obliged to work to replace men who had been mobilized or because they had lost their husbands at the front. After the war, some of these nurseries closed down, while <sup>others</sup> carried on. They had enjoyed the services of specialists in medicine, nutrition and education, which guaranteed them an excellent standard of health, nutrition and education. Day nurseries can be found only in large urban centres and in rather poor districts.



The private nursery schools and kindergartens are also to be found in large cities. Their aim is more educational and psychological than social. Children attending these schools come from fairly well-to-do homes; the parents want their children to receive an education outside the family given by someone capable of engaging them in activities to develop their abilities and their character. With these institutions, the family had the chief responsibility for nutrition and medical care. Public kindergartens have similar aims, although they are for children of all social classes.

Co-operation with the family. Co-operation with the family is the rule with pre-school institutions. It is easier to achieve in nursery schools and kindergartens than in day nurseries. Contact is maintained with the parents in different ways. It mainly takes the form of regular or occasional interviews. More rarely, parents are invited to observe their children at school. There are also discussion groups and lectures for the parents. Several public kindergartens send written reports to the parents.

Safety and transportation. The question of transportation does not often arise since most pre-school institutions draw their pupils from the immediate vicinity. Some private schools arrange transportation for the children for an additional fee (they hire a taxi or use private automobiles). All school children are protected by traffic regulations. There are often even special patrols to get them across the streets.

#### INSTALLATIONS

Public kindergartens are set up in classrooms which are all guaranteed to be healthy and safe. The room should be spacious, well lit and well heated. Fire exits are provided for; the toilets and basins should child-scale.





Private nursery schools and kindergartens go all the way from an ordinary room in a private apartment to a specially built school. Protective, health and safety measures for the child vary.

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Some provinces, through their Social Security Departments, lay down rules in this matter.

## TEACHING STAFF

### Training

For teaching in a public kindergarten, the special elementary teaching certificate or its equivalent is generally required. This certificate gives the right to teach in kindergartens and the first three grades of primary schools. For this certificate, an extra year of studies is required after the ordinary teacher's certificate. These studies can be done through summer courses or evening courses. Qualifications for teaching in private institutions vary considerably, and it is not possible to generalize.

## OBSTACLES TO THE DEVELOPMENT OF PRE-SCHOOL EDUCATION

The big obstacle to the development of public kindergartens is the rapid population growth after the second world war. It is even difficult to find enough premises and teachers for all the children taking compulsory education. Classes used for kindergartens are often taken over for ordinary school classes. Consequently, the number of kindergartens has even dropped in some places. Private institutions are not increasing very rapidly either, since they are expensive establishments. Not many parents are prepared to pay the rather steep fees for this kind of education.

But the chief, the real obstacle to the development of pre-school education is probably the lack of understanding on the part of the public, which is not yet fully convinced of its usefulness. If, for example, the public thought that it was essential to begin a child's education at the age of about 5 years, something would be done about it.



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Since the information on the Province of Quebec contained in the UNESCO report (Exhibit No: 2) is inaccurate and incomplete, we are also including, as Exhibit No: 3, the Parent Commission's report, as well as its recommendations (Exhibit No: 4).

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EXHIBIT NO: 3

THE ORGANIZATION OF PRE-SCHOOL EDUCATION  
in the Province of Quebec

Recommendations to  
the Royal Commission of Inquiry on Education

by Marcelle Turcotte  
Department of Education

1963



415- After studying the briefs relating to pre-school education that were submitted to this commission, I am taking the liberty of making some observations in the light of the present situation.

Pre-school teaching in the province is going through a period of adaptation which is compelling the authorities involved to take action particularly with regard to:

- I. the training and upgrading of pre-school teachers;
- II. organization of the educational aspect of nursery schools.

1. Training and upgrading of pre-school teachers

Four problems:

1. The shortage of specialists in nursery schools;
2. The shortage of skilled professors in training schools;
3. The selection of candidates for the specialist certificate;
4. Private nursery schools.

1- The shortage of specialists in nursery schools

In the present state of affairs, the shortage of skilled teachers is one of the chief obstacles to nursery school expansion.

However, despite the stipulations in Section 6 of the School Boards Grants Act, it appears that several school boards are entrusting their nursery classes to non-specialists who take summer courses to become officially qualified.

In most cases, these students become nursery school teachers after a single session of summer courses, representing 25% of the credits required for the diploma.

In order to avoid abuses likely to harm the children, I suggest  
- that a committee composed of representatives of <sup>(the)</sup> Pre-school Education Service and of the training centre where the summer courses are given, have the responsibility of considering such special cases;

- that the Department of Education grant temporary teaching permits to candidates in this category who are given favourable consideration by the above committee.

In order to induce a larger number of unqualified teachers to take specialist training,



- that bursaries be given those who register in summer courses (in pre-school teaching).

2.- The shortage of skilled professors in training schools

The growing popularity of pre-school education has given birth to another, no less important problem: the urgent need in training centres of professors who are specialists.

As the quickest and surest possible solution, I suggest:

- that the government grant subsidies to existing training schools so that they can:

(a) complete their staff by hiring foreign professors who are recognized specialists in pre-school education;

(b) establish pilot institutions (practice schools) attached to their centres.

- that leave be granted to qualified teachers who have the required aptitudes so that they can receive advanced training and ultimately assume professorships in training schools.

The danger of training centres multiplying too rapidly compels us to recommend

- that the special courses for the "B" and "A" certificates be given only in teachers' colleges meeting the conditions laid down by the competent authority.

Suggested conditions:

In the training centres, the special training of future nursery school teachers should be entrusted to a team of professors composed of:

(a) a director holding a university degree in pre-school education;

(b) a professor of methodology holding an M.A. in pre-school education;

(c) several professors holding certificates that are appropriate to the subjects they teach.

The director and the professor of methodology should be required to have five years of experience as kindergarten teachers.





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An aspirant to one or the other of these positions who lacks such practical teaching experience will have to have at least one year of training in a kindergarten under the direction of a specialist of recognized competence or in a highly reputed pilot institution.

Professors in charge of special courses will be required to have experience in their special field with pre-school children.

In order to prevent the centres at which courses are given from multiplying too rapidly, at a time when the shortage of competent professors is being deplored, we suggest

- that the Department of Education entrust the consideration of authorization requests to a committee of representatives of the Pre-school Education Service and of the Teachers' Colleges Service.

### 3 - The selection of candidates for the specialist certificate

With the aim of eliminating right at the beginning of the training, students who do not have the required personality or aptitudes for a successful career as a kindergarten educator,

- that the government give financial backing to a study on the personality of candidates for pre-school teaching, with a view to establishing effective selection criteria;

- that there be a selection committee working from these criteria in every training school in the province.

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### 4- Private nursery schools

Through the Pre-school Education Service

- that the government establish control over private schools;

- that it make grants to schools conforming to the School Boards Grants Act and the provisions relating to private nursery schools. (cf. Regulations of the Catholic Committee, 1961, p. 9, Art, 11)



## II Educational organization of kindergarten schools

Some of the prescriptions in the recently published kindergarten Manual are already creating problems. There are three main ones on which the Department of Education should legislate right away:

- 1 - admission of children to kindergarten;
- 2 - timetable of a kindergarten class;
- 3 - teaching aids.

### 1 - Admission of children to kindergarten

On page 141 of the manual, the last two paragraphs of the article "Admission", read as follows:

Translation:

"An examination by a psychologist who is a member of the Corporation of Psychologists of the Province of Quebec may be required by the school management where a child's mental or emotional development appears inadequate."

"Children deemed unfit to attend regular kindergarten classes are to be directed to classes or schools with programs suited to their condition."

In several regions of the province, the school Commissions cannot secure the permanent services of a consulting psychologist; in order that they may be able to enjoy the services of specialists in the detection of abnormal children, I think it in order to recommend:

- that a provincial mental health service be created;
- that special kindergarten classes be opened for maladjusted children;
- that the government grant them subsidies under the conditions stipulated in Article 6, p. 244 of the Compendium of Education Acts, 1961.

### 2 - Timetable of a kindergarten class

At the beginning of the same Article (Kindergarten Manual, "Admission", p. 140) admission requirements must be given in greater detail if we want to immediately erase the tendency of some school commissions to set up a rotation system, either daily





or weekly, for pre-school education to accomodate a greater number of children. In addition to creating problems for the Grants Service, this system may jeopardize the realization of pre-school objectives.

It is therefore in order to recommend:

- that the first children to be registered be those who are one year under the age for compulsory education (6 years before June 30), in other words 5 years old before June 30;

- that the school accept all registered children for at least two and a quarter hours a day, Monday to Friday inclusive;

- that a kindergarten teacher take only two groups of children a day, five days a week, during the school year.

### 3 - Teaching aids

For some months, Quebec manufacturers of teaching aids have been offering our service and school boards a large variety of educational games of debatable value. In some cases, experimentation is our only guide. In order to rid the kindergarten classes of teaching aids which do not meet the standards laid down in the manual (cf. Teaching Aids, pp. 123-4),

I propose

- that the Pre-school Education Service be authorized to maintain a committee of specialists on teaching aids.

In this modest brief, I have given a short outline of the most urgent problems.

There are others, concerning supervision and a census of kindergartens, for example, for which a temporary solution will have to be found before the adoption of more specific regulations. Plans in this direction are under consideration.

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The officials of the Pre-school Education Service are counting on the co-operation of the above-mentioned committees for the development and improvement of pre-school education in the province of Quebec.





EXHIBIT NO. 4

- (1) We recommend that the Department of Education use every means to encourage the training of teachers specializing in pre-school education and take emergency measures for that purpose.
- (2) We recommend that the Department of Education, by means of special grants, continue to encourage school commissions setting up nursery schools or kindergartens, and this in the spirit of Section 6 of the present "School Boards Grants Act".
- (3) We recommend that sustained efforts be made to develop gradually a system of public kindergartens and nursery schools, free, coeducational and of good quality, at first for the use of five-year-old children and, at a later stage, for the use of children four years of age; we recommend that special grants be made to underprivileged regions and urban neighborhoods where pre-school education is especially needed to remedy the inadequacies of family life as they affect the development of children.
- (4) We recommend that the Department of Education study various means of providing pre-school education to children in rural areas.
- (5) We recommend that, to the extent that kindergarten teachers are available, the law require all school commissions to open kindergartens whenever they are requested to do so by enough parents to form two groups of twenty children each.
- (6) We recommend that the Department of Education establish standards for admitting and grouping children in nursery schools and kindergartens.
- (7) We recommend that authorization by the Department of Education be required for the continuance or the establishment of any nursery school or kindergarten, whether public or private, this authorization to be based on conformity with standards fixed by the pre-school education service.



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- (8) We recommend that the pre-school education service of the Department of Education form groups of special pedagogical advisors, appointed to supervise the quality of this teaching and to encourage families to take an interest in it.
- (9) We recommend that private or public nursery schools or kindergartens which are of a genuinely experimental nature have the benefit of special temporary grants-in-aid.
- (10) We recommend that special pre-school institutions be opened to take in children who for one reason or another (retardation, physical handicaps, etc.) cannot be admitted to regular nursery schools or kindergartens.
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